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SOCIOECONOMIC IMPACT ANALYSIS  
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DISPOSAL AND REUSE OF  
EAKER AIR FORCE BASE, ARKANSAS



1947-7-047

**SOCIOECONOMIC IMPACT ANALYSIS STUDY**

**DISPOSAL AND REUSE OF  
EAKER AIR FORCE BASE,  
ARKANSAS**

**AUGUST 1992**

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## SUMMARY

## **SUMMARY**

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Eaker Air Force Base (AFB), Arkansas, was one of the bases recommended by the 1991 Defense Base Closure and Realignment Commission for closure. The Commission's recommendations were accepted by the President and submitted to Congress on July 12, 1991. As Congress did not disapprove the recommendations in the time given under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law 101-510, Title XXIX), the recommendations have become law.

DBCRA requires the Secretary of Defense to comply with the National Environmental Policy Act (NEPA) in the implementation of the base closures and realignments. The Secretary of Defense, through the Air Force, is preparing the required NEPA documents for the base disposal. Consideration of closure is exempted under DBCRA because that decision is final under the statute. The Eaker AFB Disposal and Reuse Environmental Impact Statement (EIS) analyzes environmental effects of the disposition of the base and its reuse under alternative redevelopment plans.

This Socioeconomic Impact Analysis Study addresses the socioeconomic effects of closure and potential reuse of the base. This document is designed to provide assistance to local governments and redevelopment agencies in the development of their reuse plan. The scope of this study includes economic activity, population, housing, public services, public finance, transportation, and utilities. This document is not required by NEPA.

The primary role of Eaker AFB historically has been to provide a home for the 97th Bombardment Wing. The transfer and consolidation of Air Force activities at Eaker to other Air Force bases in the United States has been initiated. The base contains an airfield, a hospital, residential areas, and other support facilities.

If the base is placed in caretaker status and not reused for other purposes, most or all of the "mothballed" facilities would be restricted from access. Security and minimal maintenance activities would provide only limited employment opportunities on the base. A total of 50 direct and 16 secondary jobs would be required to maintain the premises. This closure and caretaker scenario serves as the closure baseline and No-Action Alternative for this study.

Eaker AFB is located in Mississippi County, about 60 miles north of Memphis, Tennessee; 3 miles south of the Arkansas-Missouri border; and 13 miles west of the Mississippi River. The majority of the base is located within the city limits of Blytheville; however, a strip on the west side lies

within the city limits of Gosnell. Direct and secondary employment related to base activities in the region would decrease from approximately 4,553 jobs in 1991 to 66 jobs at closure. Employment based on reuse activity at the base would begin slowly in 1993, gradually increasing over the next 20 years.

A five-county area (Craighead, Greene, and Mississippi counties, Arkansas; and Dunklin and Pemiscot counties, Missouri) was considered the ROI for purposes of describing and analyzing socioeconomic effects. However, most of the concentrated effects from closure and reuse are expected to occur in Mississippi County and the communities of Blytheville and Gosnell. Therefore, the focus of socioeconomic effects are concentrated in these areas. In the absence of any reuse activities in the region, total employment is projected to increase from 105,400 in 1993 to 120,600 in 2013. With the base closed and assuming no reuse occurs through the year 2013, population in the five-county ROI is projected to increase from approximately 205,500 in 1993 to 211,700 in 2013.

This report analyzes the socioeconomic effects of three conceptual plans involving reuse of the base by private and public entities. All plans are compared to projected post-closure conditions without reuse during the 20 years following base closure, and, as appropriate, to preclosure conditions. The alternative plans are the following:

- Proposed Action
- General Aviation Alternative
- Non-Aviation Alternative.

The Proposed Action would utilize Eaker AFB as a civilian general aviation facility which would include aircraft maintenance as well as non-aviation-related uses. The primary function of the Proposed Action would be to provide general aviation services to the region while integrating reuse of the base, including industrial, commercial, residential, public/recreational, and agricultural land uses (see Section 1.4-1).

The General Aviation Alternative is similar to the Proposed Action in that the base would be reused for general aviation purposes; however, a shorter runway with fewer flights and smaller aircraft would be utilized. More residential use is proposed, and the golf course would be expanded to 18 holes (see Section 1.4-2).

The Non-Aviation Alternative focuses on the conversion of the base to primarily industrial and agricultural use with no aviation activity. The main developed area of the base would be used for a mixture of industrial, commercial, and educational purposes (see Section 1.4-3).

The net effects of reuse on the communities in the vicinity of Eaker AFB would vary with the reuse alternative implemented. Figures S-1 and S-2 illustrate the projected profile of future employment and population within the ROI for each of the reuse alternatives and the No-Action Alternative. Key findings of this study include the following:

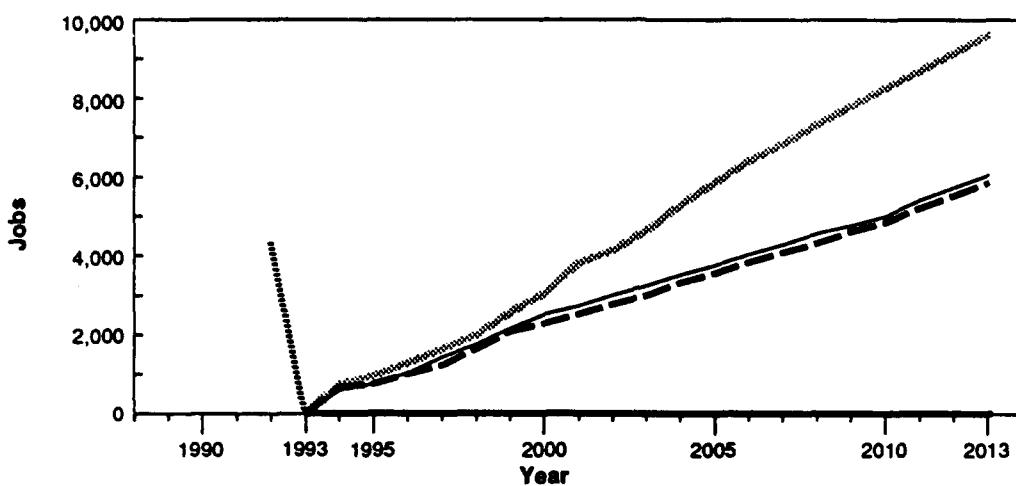
- Under the Proposed Action, 4,159 direct jobs are projected by the year 2013, with an additional 5,483 secondary jobs. It is estimated that population would increase in response to these employment opportunities by 11,034 by the year 2013. Fiscal shortfalls due to base closure would be \$300 in Mississippi County.
- The General Aviation Alternative would generate 2,654 direct and 3,230 secondary jobs by the year 2013. Population is projected to increase in response to these employment opportunities by 3,770 by that same year. Fiscal shortfalls would be \$31,700 in Mississippi County.
- The Non-Aviation Alternative would generate 2,757 direct and 3,303 secondary jobs by the year 2013. Population is projected to increase in response to these employment opportunities by 4,113 by that same year. Fiscal shortfalls would be \$30,250 in Mississippi County.

Under the No-Action Alternative, the U.S. Government would retain ownership of the property after base closure. The base would be put in caretaker status and minimally maintained. Existing leases would be maintained, where applicable. These maintenance activities would generate a total of 50 direct jobs and 16 secondary jobs.

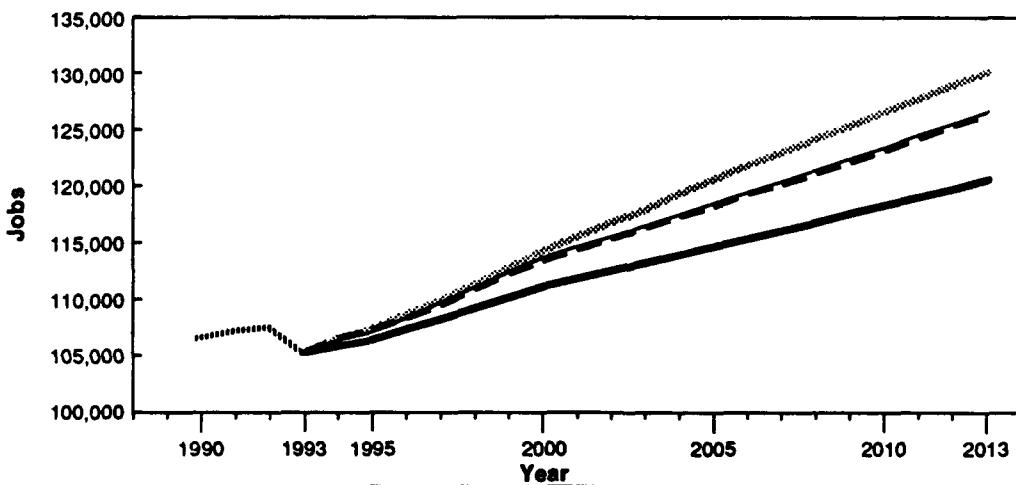
Table S-1 summarizes the comparative findings of this study for each issue area and each alternative after 20 years. The table also displays findings for the No-Action Alternative to provide a benchmark for assessing the effects of a particular alternative relative to closure conditions.

ALTERNATIVE	1993	1998	2003	2013
Proposed Action	0 *	2,000	4,700	9,600
General Aviation	0 *	1,800	3,000	5,900
Non-Aviation	0	1,800	3,300	6,100
No-Action	66	66	66	66

Reuse-Related Employment Effects



Reuse-Related Employment Effects



Total Employment Including Reuse Effects

#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- General Aviation
- Non-Aviation
- Preclosure

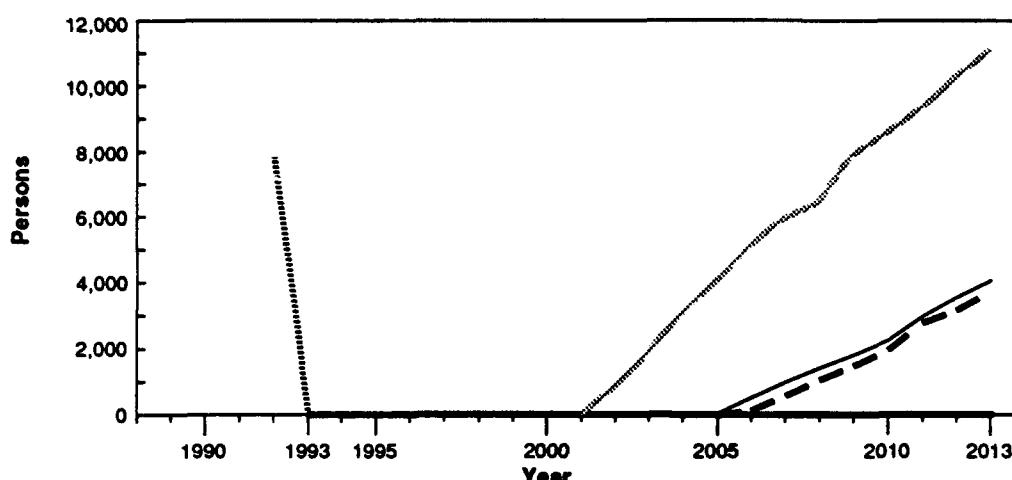
#### Reuse-Related Employment Effects

\* Less than 10 direct and secondary jobs will be created during 1993 for the aviation alternatives.

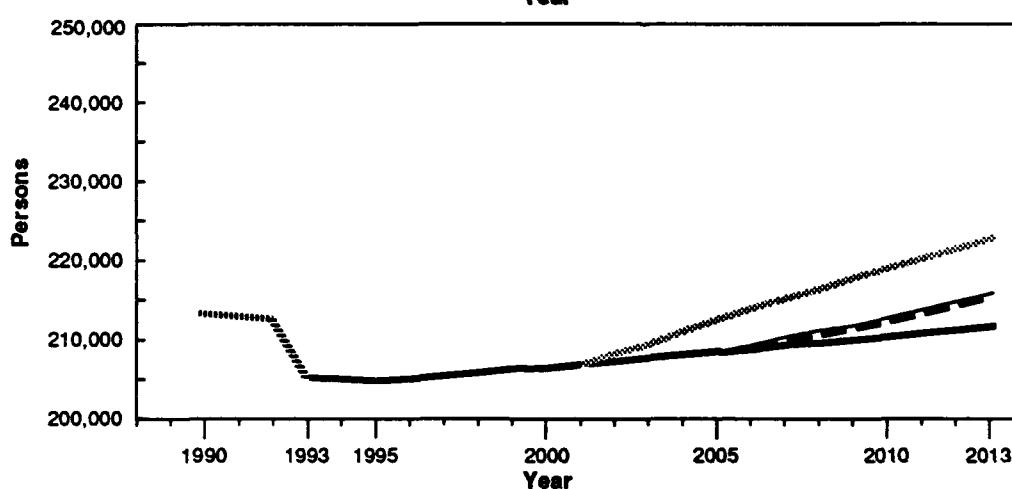
Figure S-1

ALTERNATIVE	1993	1998	2003	2013
Proposed Action	0	0	1,900	11,000
General Aviation	0	0	0	3,800
Non-Aviation	0	0	0	4,100
No-Action	0	0	0	0

Reuse-Related Population Effects



Reuse-Related Population Effects



Total Population Including Reuse Effects

#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- General Aviation
- Non-Aviation
- Preclosure

#### Reuse-Related Population Effects

**Table S-1. Comparison of Reuse Alternatives<sup>(a)</sup>**  
**Page 1 of 2**

Resources Economic Activity	No-Action/Caretaker Status	Proposed Action	Change from No-Action Alternative	
			General Aviation Alternative	Non-Aviation Alternative
Regional Employment	Less than 70 jobs.	About 9,700 jobs.	About 5,900 jobs.	More than 6,000 jobs.
Regional Earnings (\$1989)	Less than \$1 million/year.	About \$185 million.	About \$105 million.	About \$108 million.
Population	Zero site-related population.	More than 11,000 people.	About 3,800 people.	More than 4,100 people.
Housing	Zero site-related housing demand.	About 4,500 units.	More than 1,500 units.	About 1,700 units.
<b>Public Services</b>				
General Government, Police, and Fire	Minimal site-related demand for services.	About 6,200 persons served.	About 2,100 persons served.	About 2,300 persons served.
Mississippi County (total incorporated and unincorporated)	Minimal site-related demand for services.	About 3,900 persons served.	About 1,300 persons served.	More than 1,400 persons served.
City of Blytheville	Minimal site-related demand for services.	About 1,700 persons served.	About 600 persons served.	More than 600 persons served.
City of Gosnell	Zero site-related enrollments.	More than 2,300 students.	About 800 students.	About 900 students.
Education	Eaker AFB Hospital closed.	Hospital closed.	Hospital used as life care facility.	Hospital closed.
<b>Public Finances<sup>(a)</sup></b>				
Mississippi County	Shortfalls to \$48,000/year	Shortfalls to \$300 by FY 2013.	Shortfalls to \$31,700 by FY 2013.	Shortfalls to \$30,250 by FY 2013.

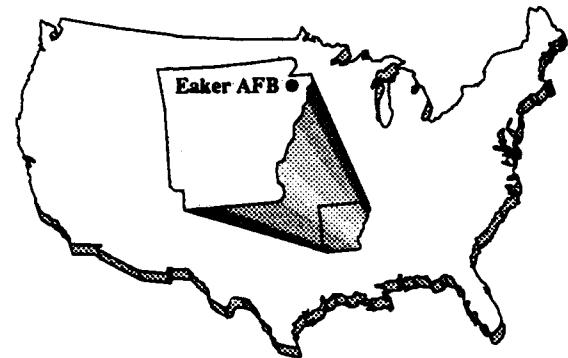
*Eaker AFB Disposal and Reuse S/AS*

**Table S-1. Comparison of Reuse Alternatives<sup>(a)</sup>**  
**Page 2 of 2**

Resources	No-Action/Caretaker Status	Proposed Action	Change from No-Action Alternative	
			General Aviation Alternative	Non-Aviation Alternative
<b>Public Finances (Cont.)</b>				
<b>City of Blytheville</b>	Shortfalls to \$45,000/year.	Shortfalls to \$300 by FY 2013.	Shortfalls to \$29,650 by FY 2013.	Shortfalls to \$28,550 by FY 2013.
<b>City of Gosnell</b>	Shortfalls to \$7,000/year.	Shortfalls to \$100 by FY 2013.	Shortfalls to \$4,500 by FY 2013.	Shortfalls to \$4,300 by FY 2013.
<b>Blytheville School District</b>	Shortfalls to \$31,000/year.	\$188,000 net gain by FY 2013.	\$44,000 net gain by FY 2013.	\$51,000 net gain by FY 2013.
<b>Gosnell School District</b>	Shortfalls to \$1,240,000/year.	Shortfall of \$1,119,000 by FY 2013.	Shortfall of \$199,000 by FY 2013.	Shortfall of \$1,195,000 by FY 2013.
<b>Other Relevant Resources</b>				
<b>Transportation</b>	Base-related traffic reductions on local roads become outnumbered by projected increases in area-wide non-base-related population from other sources.	Moderate traffic increases on local roads due to development.	Minimal to moderate traffic increases on local roads due to development.	Moderate traffic increases on local roads due to development.
<b>Utilities</b>	Utility demand would decrease with the decrease in base-related population.	Increased demand for utilities are within existing capacity except for upgrades for Gosnell's water production and wastewater treatment.	Increased demand for utilities is within existing capacity except for upgrades for Gosnell's water production and wastewater treatment.	Increased demand for utilities is within existing capacity except for upgrades for Gosnell's wastewater treatment.

**Notes:** (a) All effects presented in this table apply specifically to the Year 2013.  
(b) Projected shortfalls assume there are no offsetting changes in revenues or service delivery standards.

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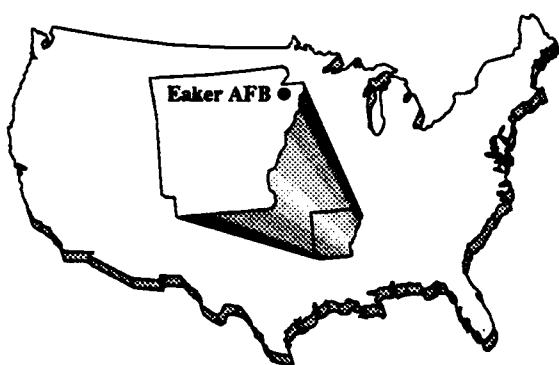
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## CHAPTER 1 INTRODUCTION

## **1.0 INTRODUCTION**

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**Chapter 1 presents the purpose of this study, briefly discusses the reason for and nature of the closure of Eaker Air Force Base (AFB), reviews results of previous base closures, and defines the potential reuse alternatives in terms relevant to the analysis of socioeconomic effects.**

**This report is organized to provide an assessment of the current socioeconomic characteristics and effects of base operation; the effects of alternative site reuse scenarios on the region; and the post-closure conditions for activities related to the site assuming the base remains in caretaker status and is not redeveloped. The remainder of the report is structured as follows:**

**Chapter 2 defines the region of influence and provides the current community setting.**

**Chapter 3 establishes the preclosure reference and closure conditions for the area at base closure and assumes the base will remain in caretaker or "mothballed" status.**

**Chapter 4 evaluates the effects of alternative reuse plans and compares them to the post-closure conditions without reuse.**

### **1.1 PURPOSE OF THE STUDY**

**The Socioeconomic Impact Analysis Study (SIAS) focuses on the socioeconomic effects resulting from the disposal and potential reuse of Eaker AFB. The scope of issues addressed includes economic activity, population and housing, and other major issues of local concern, such as public services, public finance, transportation, and utilities. These factors substantially influence the character of communities in the vicinity of the base, and are important to local residents. The analysis of these issues is intended to provide local planning officials with the necessary information with which to plan for changes at Eaker AFB. The SIAS is not a National Environmental Policy Act (NEPA) document.**

**The Eaker AFB Disposal and Reuse Environmental Impact Statement (EIS), currently in preparation, analyzes the environmental issues associated with disposal of the base and its reuse under a range of potential redevelopment plans. The EIS was initiated to fulfill NEPA requirements which apply to federal actions, such as the decision for final disposition of Eaker AFB. Socioeconomic factors are addressed within the EIS only from the perspective of their potential effect on the biophysical environment.**

**For instance, changes in economic activity, particularly in regional spending and employment, may lead to changes in area population, public service demand, and vehicular traffic on the area's road network. These effects, in turn, have the potential for beneficial or adverse environmental consequences on land use, air quality, water quality, noise, and biological and cultural resources.**

## **1.2 CLOSURE OF EAKER AFB**

**In light of the changing international political scene and the resultant shift toward a reduction in defense spending, the Department of Defense (DOD) must realign and draw down its forces. The Department of the Air Force has been tasked under the Defense Base Closure and Realignment Act (DBCRA) of 1990 (Public Law 101-510, Title XXIX) to identify the facilities, properties, and installations that are no longer essential to support the limited force structure authorized by Congress. The Secretary of Defense then provided DOD closure and realignment recommendations to the Defense Base Closure and Realignment Commission formed as a result of the DBCRA.**

**The 1991 Defense Base Closure and Realignment Commission recommended a list of military bases for closure or realignment that was accepted by the President and submitted to Congress on July 12, 1991. This recommended closure and realignment list was not disapproved by Congress within the time given under the statute to do so. Therefore, under DBCRA, the recommendations have become law. As Eaker AFB was on the Commission's list, the decision to close the base is final. Eaker AFB is scheduled to close in December 1992.**

**To fulfill the requirement of reducing defense expenditures, the Air Force must dispose of excess and surplus real property and facilities at Eaker AFB. DBCRA requirements relating to disposal of excess and surplus property include:**

- Environmental restoration of the property as soon as possible with funds made available for such restoration**
- Consideration of the local community's reuse plan prior to Air Force disposal of the property**
- Compliance with specific federal property disposal laws and regulations.**

**The Air Force action, therefore, is to dispose of Eaker AFB property and facilities. Usually, this action is taken by the Administrator of General Services. However, DBCRA required the Administrator to delegate to the Secretary of Defense the authorities to utilize excess property, dispose of**

**surplus property, convey airport and airport-related property, and determine the availability of excess or surplus real property for wildlife conservation purposes. The Secretary of Defense has since redelegated these authorities to the respective Service Secretaries.**

**The closure action involves consolidation of Air Force activities and personnel transfers from Eaker AFB to other Air Force bases in the United States or a reduction in military forces through retirement of weapon systems and reducing military manpower levels (Defense Secretary's Commission on Base Realignment and Closure, 1991).**

**The projected post-closure conditions identified for this study occur once the base has gone into "caretaker status" after the phase-down of residual operations at the base and its subsequent closure. Caretaker status includes provision of security and limited maintenance to keep base facilities in "mothballed" condition.**

**Analysis of this projected closure scenario, referred to as the No-Action Alternative, provides an assessment of near-term and long-term conditions in communities near the base with the base no longer in operation. This provides a benchmark for comparison of the socioeconomic consequences of alternative reuse plans.**

### **1.3 PREVIOUS BASE CLOSURES**

**Because of the potential for severing long-standing social and economic relationships, base closures can be a very disrupting experience for host communities. The future state of the local economy is always of concern, although many communities affected by base closures have successfully implemented installation reuse plans. A recent study completed by the President's Economic Adjustment Committee indicates that opportunities exist for successful conversion of military installations to civilian use (U.S. Department of Defense, Office of Economic Adjustment, 1990).**

**Included in the study was a review of the experiences of nearly 100 communities that lost a local military base between 1961 and 1990. Several important findings resulted from this review.**

- Military jobs that were transferred out of the local communities numbered almost 136,800. These transfers represented permanent long-term reductions in the economic base of the communities.**
- Conversion to civilian use led to a total of 158,100 direct jobs, more than replacing the 93,400 DOD civilian and contractor jobs lost due to the closing.**

- Fifty-seven former bases became the seat of a number of four-year colleges, community colleges, and post-secondary vocational-technical programs. These schools presently accommodate 73,200 college students, 25,000 secondary vocational-technical students, and 62,200 trainees.
- Seventy-five former bases are host to industrial parks or plants, and 42 established municipal or general aviation airports.

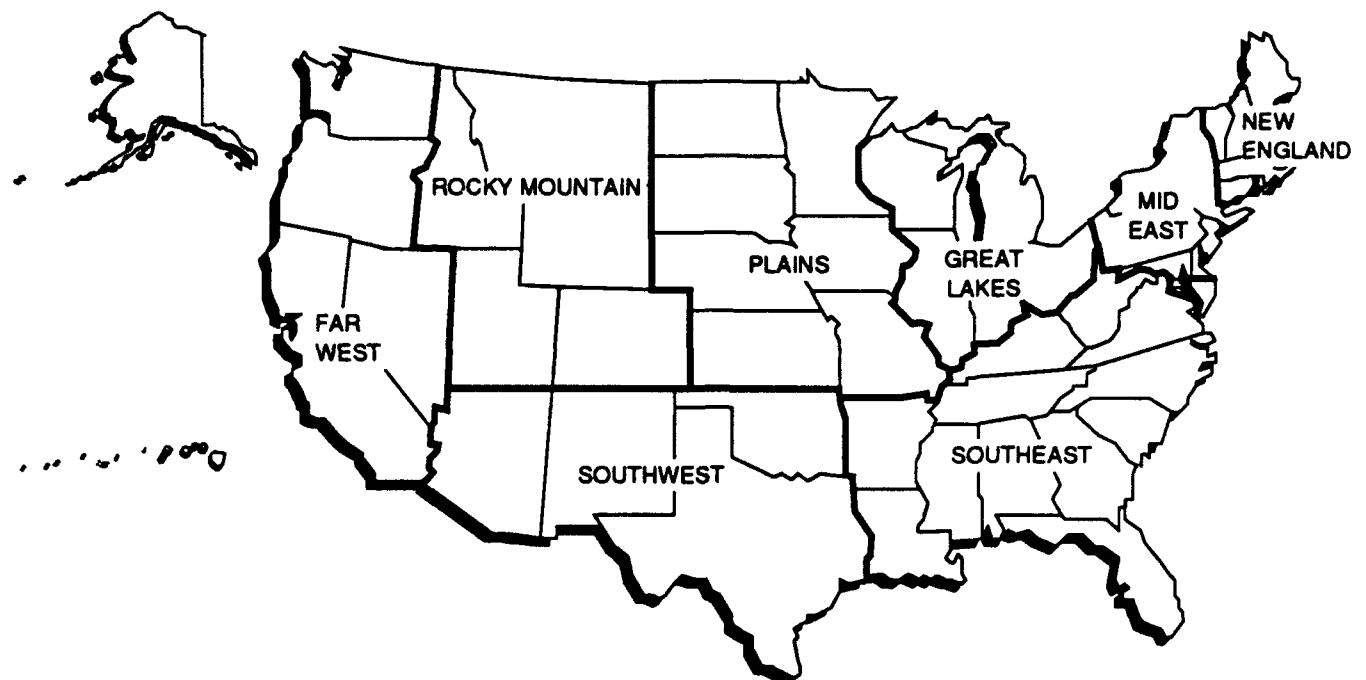
The study concluded that in the short term, closure can have substantial negative effects on the local economy. The difficult transition period generally lasts 3 to 5 years (U.S. Department of Defense, Office of Economic Adjustment, 1990).

Figure 1.3-1 provides employment statistics for 48 Air Force installation closure and reuse actions completed between 1961 and 1990. These Air Force actions resulted in the transfer of approximately 100,000 military personnel. About 28,500 on-base civilian jobs were lost in these actions. More than 70,000 civilian jobs were gained due to reuse of the sites. Considering individual installations, in most cases the number of civilian jobs in 1990 was greater than when the base was under military control. In only about 20 percent of the cases, however, does the number of new civilian jobs exceed the number of both civilian and military jobs lost as a result of base closure.

#### **1.4 REUSE OPTIONS**

To help identify potential socioeconomic effects associated with the disposal of Eaker AFB, this study addresses a range of reasonable reuse alternatives. For the purpose of conducting the required analysis, the Air Force has adopted the plan developed by the Blytheville-Gosnell Development Agency (BGDA) as the Proposed Action. In addition, the Air Force has also developed and analyzed the effects associated with two additional reuse plans, the General Aviation and the Non-Aviation alternatives, plus the No-Action Alternative, which involves no reuse. Actual decisions on reuse of the property will be made by its recipients subsequent to disposal.

The Proposed Action for reuse of Eaker AFB, which is based on the BGDA plan to develop the base as a general aviation facility, is discussed in Section 1.4.1. The General Aviation Alternative, which is similar to the Proposed Action with fewer operations and smaller aircraft, is discussed in Section 1.4.2. The Non-Aviation Alternative, which focuses on industrial and agricultural uses, is discussed in Section 1.4.3. Other land use concepts (i.e., the McKinney Act Housing and Interpretive Center/Museum) are described in Section 1.4.4. The No-Action Alternative, under which the Air Force would retain ownership of the base after closure, is discussed in Section 1.4.5. Under the No-Action Alternative, caretaker services would be provided to assure base security and to maintain the grounds, existing



REGION	No. of Bases Closed	Military Jobs Transferred	Civilian Jobs Lost	New Civilian Jobs on Base
1. New England	5	11,241	921	9,947
2. Mid East	3	4,064	11,085	4,298
3. Great Lakes	6	7,595	2,453	10,380
4. Plains	7	18,502	3,129	9,530
5. Southeast	10	22,103	3,349	20,252
6. Southwest	9	24,472	6,058	10,942
7. Rocky Mountain*	3	3,663	336	307
8. Far West	5	8,539	1,093	4,421
Total	48	100,179	28,424	70,077

\* Data for one AFB not available.

Source: U.S. Department of Defense, Office of Economic Adjustment, 1990.

## Summary of Air Force Installation Closure and Reuse Actions Completed between 1961 and 1990

Figure 1.3-1

facilities, and infrastructure. Since the decision to close the base has already been made, caretaker status is considered to represent post-closure conditions.

Under the various reuse alternatives, the acreage proposed to be utilized includes only the existing 3,286 acres of base property (reported acreages throughout this document are approximate).

#### 1.4.1 Proposed Action

The Proposed Action is a comprehensive reuse plan for the base centered around a civilian general aviation facility. Table 1.4-1 lists the proposed reuse activities by type of use and the proposed acreage of each use. Other components of land use under the Proposed Action include industrial, institutional, commercial, residential, public/recreation, and agricultural uses (Figure 1.4-1).

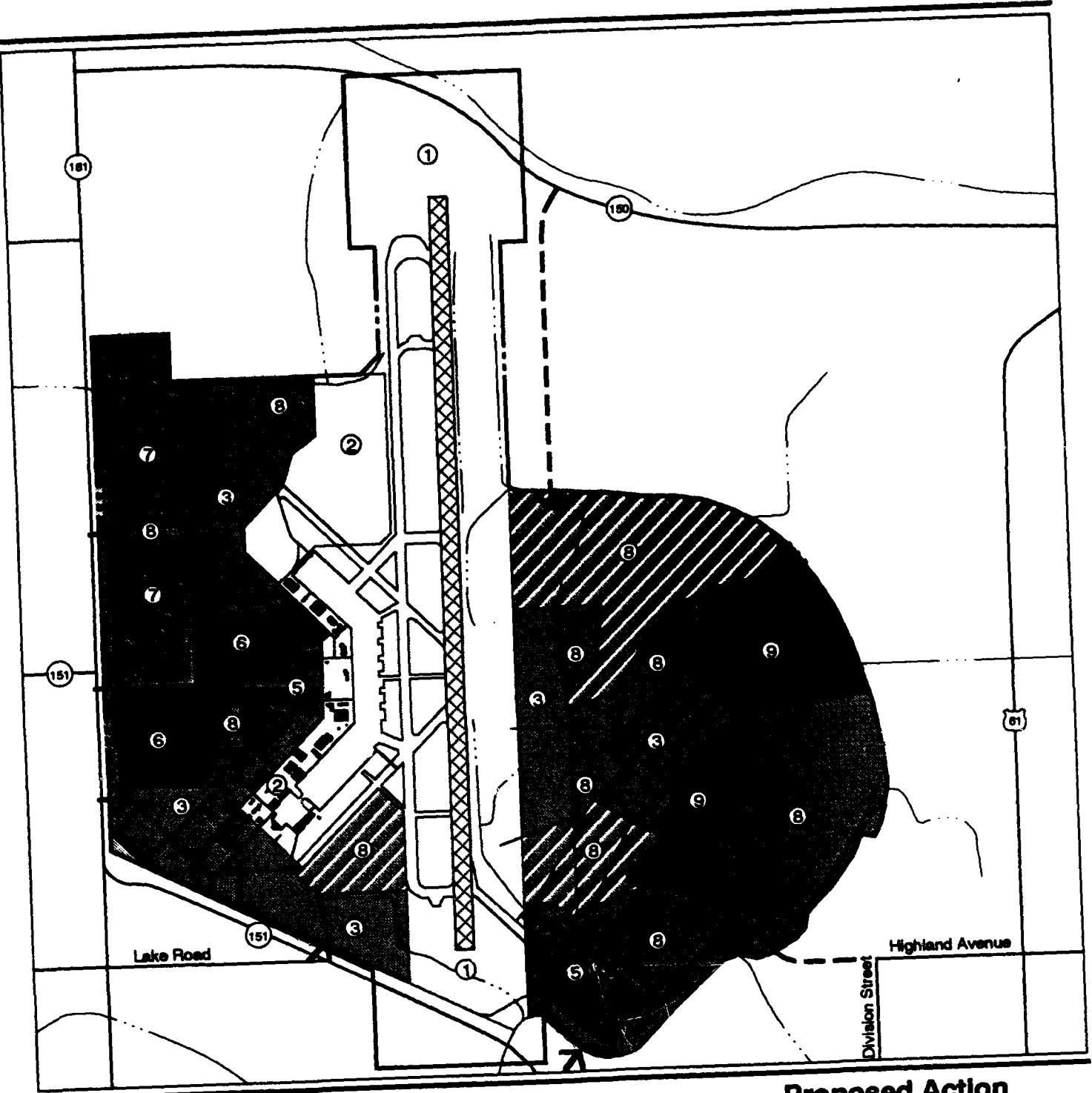
Table 1.4-1. Land Use Acreage by Alternative

Land Use	Proposed Action	General Aviation Alternative	Non-Aviation Alternative
Airfield	998	754	N/A
Aviation Support	232	75	N/A
Industrial	501	503	799
Institutional (Educational)	127	55	98
Commercial	142	63	87
Residential	211	517	222
Public/Recreation	800	843	710
Agricultural	275	476	1,370
Total	3,286	3,286	3,286

N/A: Not applicable

**Airfield.** The airfield land use category under the Proposed Action comprises 998 acres, or 30 percent of the base acreage, and includes runways, taxiways, an apron, and runway protection zones (RPZs). The plan indicates that the airfield would be used primarily as a general aviation airport. Commuter service and air cargo would comprise a small percentage of the airfield use. The airfield would also be used for pilot proficiency training, aircraft maintenance, military operations, and flights associated with a weather alternative site for air carriers.

**Aviation Support.** The proposed aviation support area would cover 232 acres, or 7 percent of the base acreage, and would include the control tower, fire station, hangars, aircraft maintenance facilities, air cargo



### Proposed Action

#### EXPLANATION

(1)	Airfield	(5)	Institutional (Education)	(8)	Archaeological/ Open Space
(2)	Aviation Support	(6)	Commercial	(9)	Agriculture
(3)	Industrial	(7)	Residential	----- Base Boundary	
(4)	Institutional (Medical)*	(8)	Public/Recreation	████████ Proposed Runway	
		 * Not Applicable		----- Proposed Road Access Points ----- Drainage	

Eaker AFB Disposal and Reuse SIAS

Figure 1.4-1

facilities, and other aviation industrial uses. Aviation support functions would likely include aircraft maintenance, engine maintenance, aircraft painting, and aircraft conversion. The development of facilities and operations within the aviation support area included in the airport plan would be managed in accordance with Federal Aviation Administration (FAA) and state aviation regulations. An area of 130 acres west of Runway 18/36 and north of the northern apron would be reserved for aviation support uses beyond the 20-year analysis period. In addition to the airfield and aviation support, a portion of the institutional and industrial land use zones would likely be included in the area conveyed to an airport authority.

**Industrial.** The primary non-aviation land use of the Proposed Action is identified as light industrial, which would be concentrated over 294 acres on the west side of the base and 207 acres on the east side of the base. This would encompass 15 percent of the base acreage. One-fourth of the existing buildings in the area would be demolished, the existing infrastructure would be retained, and two new access points from State Highway (SH) 151 to the industrial area would be constructed. The area would be marketed for warehouse uses, assembly work, packaging, shipping, and some light manufacturing. The existing munitions storage area east of the runway would be used for specialized warehousing.

**Institutional (Educational).** The institutional land use would cover 127 acres, or 4 percent of base acreage. This zone would be further divided into 37 acres in the center of the existing main base area for educational use, and 90 acres southeast of the runway at the existing alert apron for fire training.

The alert facility would be used as a training academy for emergency response personnel. This would include classroom instruction, a dormitory, and live fire training exercises.

**Commercial.** The proposed commercial land use area would cover 142 acres, or 4 percent of the base acreage. Located in the northwest and southwest quadrants of the base the existing community facilities include the library, bowling alley, church, child care center, theater, and bank. This area could be reused for retail, office, and community facilities. The base hospital would be demolished under the Proposed Action.

**Residential.** The proposed residential land use zone would cover 211 acres of existing units, or 6 percent of base acreage. A 91-acre retirement community is proposed immediately north of Memorial Drive consisting of 222 units. Seventy existing units would be demolished. The remaining 120 acres (416 duplexes and 100 multi-family units) in the northwest corner of the base are proposed for residential reuse. The BGDA plans to demolish 224 of the duplex units be demolished.

**Public/Recreation.** The public/recreation land use zone would cover 800 acres, or 24 percent of the base acreage, divided into 468 acres of public/recreation and 332 acres of archaeological/open space. The existing recreation facilities in the public recreation area include a 9-hole golf course, tennis courts, outdoor swimming pool, and gymnasium. Most of the archaeological/open space area would remain undeveloped as a cultural/historical component of the reuse plan.

**Agriculture.** The area denoted as agricultural-related uses would cover 275 acres, or 8 percent of the base acreage. Approximately 90 percent of this land is currently under lease from the Air Force for cultivation.

#### 1.4.2 General Aviation Alternative

The General Aviation Alternative (Figure 1.4-2) focuses upon a general aviation airport. Approximately 3.2 million square feet of new construction is proposed; nearly 2.3 of the 5.4 million square feet of available existing facilities would be reused.

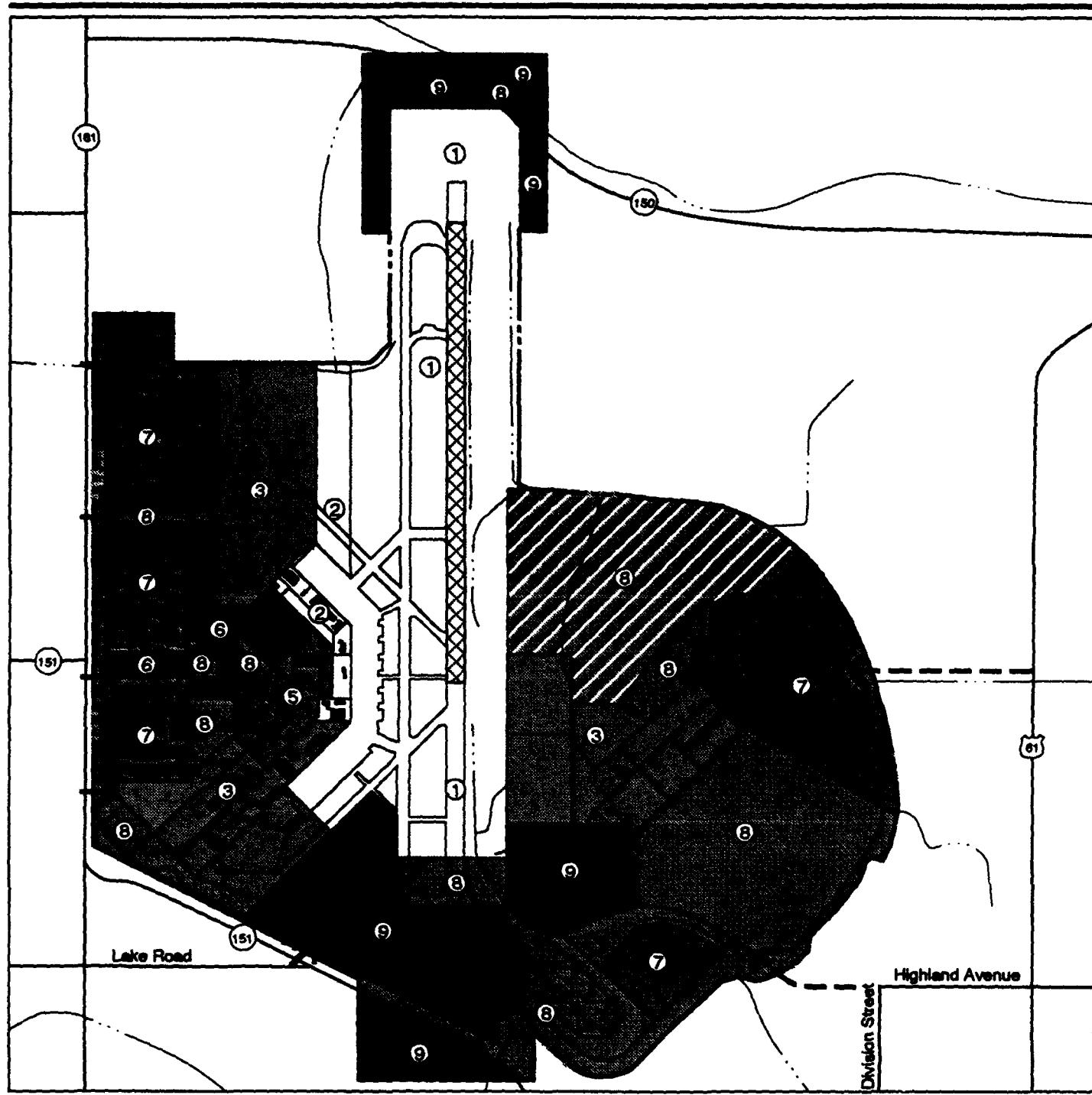
The airfield and aviation support areas would comprise 829 acres, or 25 percent of the base property. Non-Aviation land uses would cover the remaining 2,457 acres and have been designated for industrial, institutional, commercial, residential, public/recreation, and agricultural purposes. The total acreage of each land use category is shown in Table 1.4-1.

**Airfield.** The airfield land use zone would consist of 754 acres, or about 23 percent of the base acreage, and includes the northern portion of the existing runway, taxiways, and RPZs. Other specific features of the airfield (e.g., terminal, control tower, parking, etc.) would be similar to those of the Proposed Action, as described in Section 1.4.1.

The portion of the runway to be used (8,000 feet) would be shorter than that of the existing airfield, and no demolition of runway or associated pavements is proposed under this alternative.

**Aviation Support.** The aviation support land use zone would cover 75 acres, or 2 percent of the base acreage. It would include facilities for general aviation, aircraft maintenance, and aircraft parking.

Some new construction would be undertaken for aviation support and would be completed by 1998. An area of 49 acres west of Runway 18/36 and north of the northern apron would be reserved for aviation support uses beyond the 20-year analysis period. Activities identified for the aviation support area include general aviation with a Fixed Base Operator to begin immediately after closure.



#### EXPLANATION

Airfield	Institutional (Education)	Archaeological/ Open Space
Aviation Support	Commercial	Agriculture
Industrial	Residential	Base Boundary
Institutional (Medical) *	Public/Recreation	Proposed Runway
	* Not Applicable	Proposed Road

#### General Aviation Alternative

Figure 1.4-2

**Industrial.** The industrial land use zone would cover 503 acres, or about 15 percent of the base acreage, located in three general areas: the southwest corner of the base adjacent to the southern end of the flightline, due northwest of the northern end of the flightline, and east of the airfield in the central portion of the base. Approximately 33 percent of the industrial area would include existing industrial-type facilities targeted for light industry and warehouse uses. The remaining 67 percent of the land area is presently vacant and would be available for new, light industrial development. Development of the industrial area would be phased for 20 years after base closure.

**Institutional (Educational).** A 55-acre parcel, or 2 percent of the base acreage, has been identified for educational use under the General Aviation Alternative.

**Commercial.** A commercial area of 63 acres, or 2 percent of the base acreage, would occupy a large part of the main base area or primary development area. Specific uses identified for the development and reuse of facilities within this parcel would include conversion of existing administration buildings into office use and reservation of land on the north side of Memorial Drive for future retail use.

**Residential.** The residential land use zone covers 517 acres, or 16 percent of the base acreage. All of the existing multi-family units (townhouses) in the northwest corner of the base would be retained. The three residential areas consist of 824 duplexes south of the multi-family units. Of these units, 240 would be demolished to reduce the housing density. The hospital would be reused as a life-care facility. The 252 acres of vacant land to the north and southwest of the golf course would be reserved for 500 new single-family homes. This new residential development would be phased over the final 15 years of the development period ending in 2013.

**Public/Recreation.** The public/recreation land use area would comprise a total of 843 acres, or 26 percent of the base acreage, and would be subdivided into areas of public/recreation and archaeological/open space. Recreational areas and facilities such as parks, the golf course, athletic fields, the gymnasium, and the swimming pool would be made available to the general public. The golf course would be expanded from 9 to 18 holes. A major archaeological site in the northeast quadrant of the base would remain undeveloped as archaeological/open space.

**Agricultural.** The area at the south end of the runway denoted as agricultural use would contain 476 acres, or 14 percent of the base acreage. Approximately 50 percent of this land is currently under lease from the Air Force for cultivation.

### **1.4.3 Non-Aviation Alternative**

The focal point of the Non-Aviation Alternative (Figure 1.4-3) is the industrial reuse of the airfield. The airfield would be inactive, and the runways and flightline facilities would be used primarily for industrial uses. Where feasible, the open land surrounding the airfield runway would be used for agricultural purposes. Other components of this alternative would include institutional, commercial, residential, public/recreation, and agricultural uses. The total acreage of each land use category is shown in Table 1.4-1.

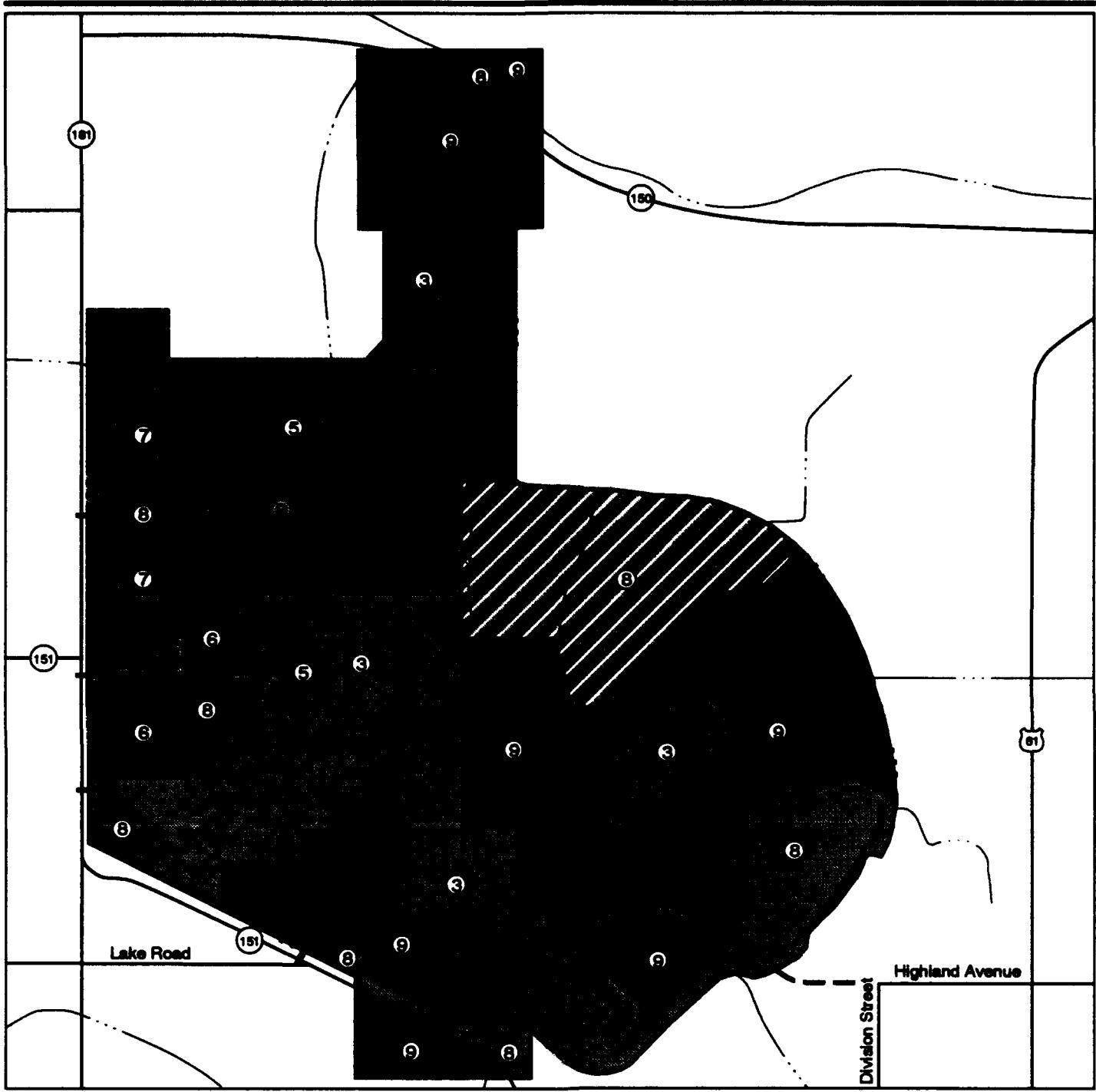
**Industrial.** The industrial land use zone covers 799 acres, or 24 percent of the base acreage, the majority of which is presently runways, taxiways, and the operational apron. Because demolition of these surfaces could be cost-prohibitive, reuse as storage areas, parking, or new development has been proposed. Approximately 25 percent of the land use zone includes existing industrial-type facilities targeted for light industrial and warehouse uses. The remaining 75 percent is presently vacant and would be available for new general industrial development.

**Institutional (Educational).** The institutional land use covers 98 acres and encompasses 3 percent of base acreage. It includes two parcels: 53 acres located in the center of the main base area and 45 acres of educational training located in the northwest quadrant of the base adjacent to the north base boundary. The existing facilities in the main base area include the administrative/office buildings and dormitories.

The educational training reuse parcel in the northwest would include the existing Fire Protection Training Area (FPTA) facility and the firing range. These facilities could be reused for law enforcement training, although fire training exercises would no longer be conducted under this alternative.

**Commercial.** The proposed commercial land use in the main base area covers 87 acres and comprises 3 percent of the base acreage. This area would be developed for retail, office, and community facilities development. The existing community facilities including the bowling alley, church, child care center, and theater would be reused. The base hospital would be demolished under this alternative.

**Residential.** The proposed residential land use zone covers 222 acres, or 7 percent of the base acreage. All of the existing multi-family units (townhouses) on a 26-acre site in the northwest corner of the base would be reused. The remaining 196 acres of duplexes south of the multi-family area would be reused for residential purposes. (A minimum of 400 of the approximately 800 residential units would be reused; the remainder would be demolished to provide more open area between the reused units.)



## **EXPLANATION**

- |          |                           |          |                             |
|----------|---------------------------|----------|-----------------------------|
| <b>①</b> | Airfield *                | <b>⑤</b> | Institutional (Educational) |
| <b>②</b> | Aviation Support *        | <b>⑥</b> | Commercial                  |
| <b>③</b> | Industrial                | <b>⑦</b> | Residential                 |
| <b>④</b> | Institutional (Medical) * | <b>⑧</b> | Public/Recreation           |

  
 0    625    1250    2500 Feet



\* Not Applicable



0 625 1250 2500 Feet

- |          |                           |   |                               |
|----------|---------------------------|---|-------------------------------|
| <b>5</b> | Institutional (Education) | <b>8</b>  | Archaeological/<br>Open Space |
| <b>6</b> | Commercial                | <b>9</b>  | Agriculture                   |
| <b>7</b> | Residential               |   | — - - Base Boundary           |
| <b>8</b> | Public/Recreation         |   | — - - Proposed Road           |
|          |                           |  | Access Points                 |
|          |                           |   | — - - Drainage                |



\* Not Applicable

## **Non-Aviation Alternative**

----- Base Boundary  
- - - - Proposed Road  
← Access Points  
- - - - Drainage

**Figure 1.4-3**

**Public/Recreation.** The public/recreation land use zone covers 710 acres, or 22 percent of the base acreage, and is further divided into 410 acres of public/recreation and 300 acres of archaeological/open space. The public/recreation area includes existing facilities such as a 9-hole golf course, tennis courts, outdoor swimming pool, gymnasium, and baseball fields. The archaeological/open space could be incorporated into a cultural/historical component of the reuse plan.

**Agricultural.** The area denoted for agricultural use contains 1,370 acres, or 41 percent of the base acreage. Approximately 1,200 acres of this land is currently leased from the Air Force for cultivation.

#### **1.4.4 Other Land Use Concepts**

This section describes potential federal property transfers and conveyances to non-federal agencies and private parties. These property transfers and conveyances are not part of any integrated reuse option, and would be initiated on an individual basis. They are independent of one another and could be implemented individually or in combination with a modified reuse alternative.

In compliance with the Federal Property and Administrative Services Act of 1949, the Air Force solicited proposals from other federal agencies regarding their interest in acquiring any lands or facilities identified for disposal at Eaker AFB. Although no proposals were received, the two reuse scenarios described below were developed for purposes of analysis.

**McKinney Act.** As part of the McKinney Act of 1987 (Public Law 100-77), the Department of Housing and Urban Development, in conjunction with the Department of Health and Human Services and the General Services Administration, identifies surplus government buildings and properties for suitability as housing for the homeless. Because no requests were received, a parcel within the existing housing area in the northwest region of Eaker AFB was identified for housing for low-income families and individuals and for the homeless population.

The 100 residential units in this area were constructed in 1976, and represent the most recent construction within the housing area. The houses and their associated landscaping have been well maintained. Needed renovations would be minor, consisting primarily of interior/exterior painting, and carpet and fixture replacement. Approximately 260 people could be housed in this area if the project were implemented and 3 direct jobs would be generated to manage and maintain the structures. The residences could be occupied immediately after base closure.

**Interpretive Center/Museum.** Three parcels that contain the majority of the archaeological sites were considered as an independent land use concept.

These parcels, comprising approximately 330 acres, would be transferred or conveyed to a government or private agency, which would act as a steward for the property if such a project were implemented. No development of the site itself is proposed, although existing facilities could be converted for a museum or interpretive center. Five direct jobs would be generated from this reuse scenario.

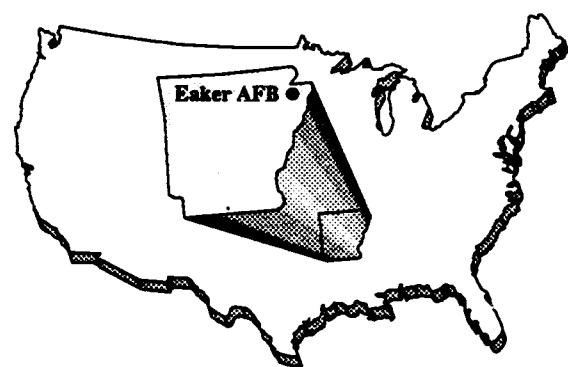
#### 1.4.5 No-Action Alternative

The No-Action Alternative would result in the U.S. Government retaining ownership of the base after closure. The property would not be put to further use. The base would be preserved, i.e., placed in a condition intended to limit deterioration and ensure public safety. An Air Force Disposal Agency operating location (OL) team made up of federal employees and contractor personnel would be provided to ensure base security and maintain the grounds and physical assets, including the existing utilities and structures. The responsibilities of this team include coordinating closure activities, establishing a caretaker force to maintain Air Force properties after closure, and serving as the Air Force liaison supporting community reuse. For the purposes of environmental analysis, it was assumed that this team would comprise approximately 50 people at the time of closure. No other military activities/missions would be performed on the property.

The future land uses and levels of maintenance would be as follows:

- Maintain structures in "mothballed" condition. This would involve disconnecting or draining some utility lines and securing facilities.
- Isolate or deactivate some utility distribution lines on base.
- Provide limited maintenance of roads to ensure access.
- Provide limited grounds maintenance of open areas. This would primarily consist of infrequent cutting to eliminate fire, health, and safety hazards.
- Maintain existing leases, where applicable.
- If interim use leases are in place, they will be terminated at closure.

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**CHAPTER 2**  
**COMMUNITY SETTING**  
**AND REGION OF INFLUENCE**

## **2.0 COMMUNITY SETTING AND REGION OF INFLUENCE**

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This chapter describes the community setting in which Eaker AFB is located. In addition, the region of influence (ROI) for each of the various issues, economic activity, population and housing, public services, public finance, transportation, and utilities, is also identified.

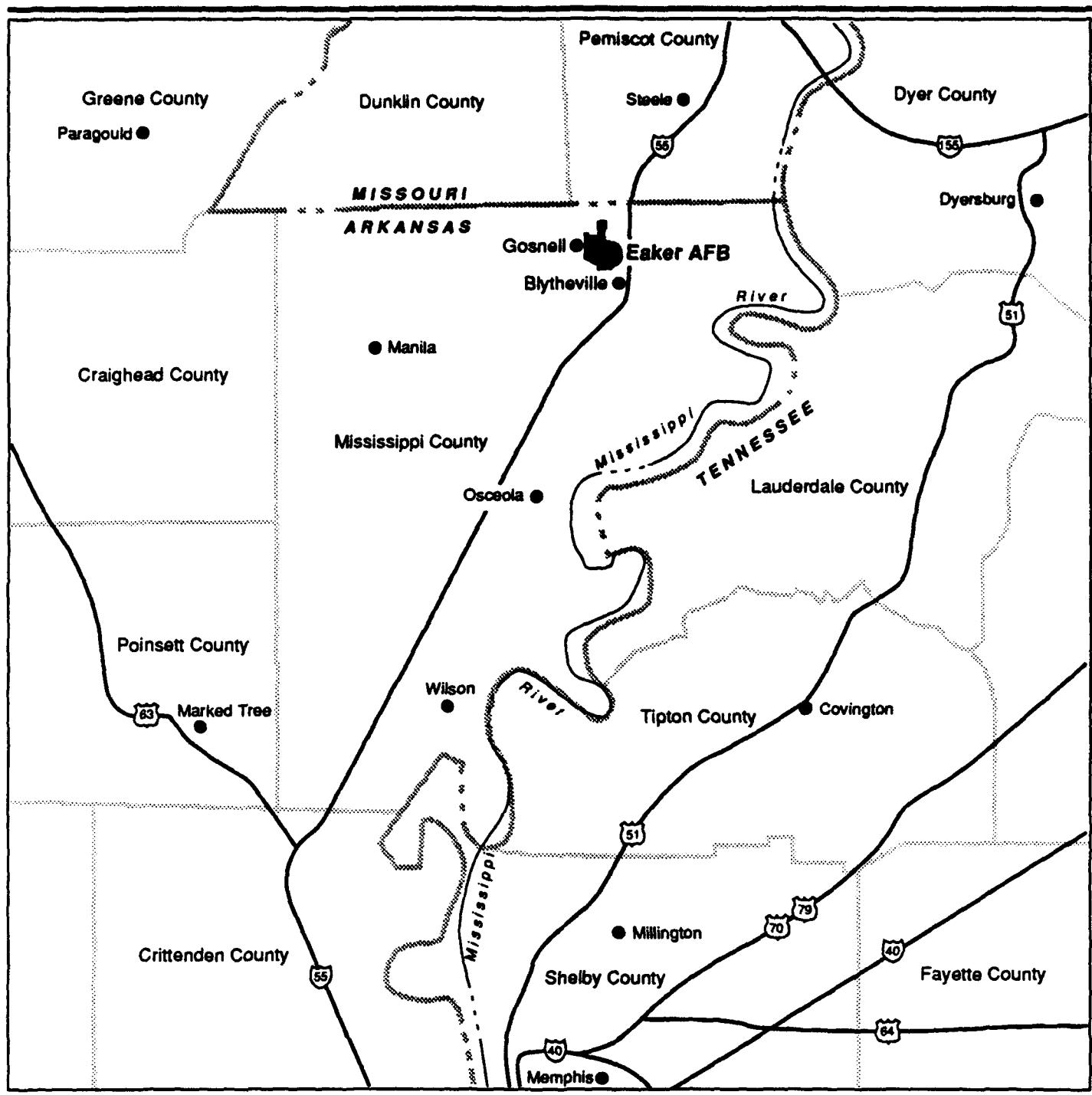
### **2.1 COMMUNITY SETTING**

Eaker AFB was established originally as the Blytheville Army Airfield in 1942. After World War II, the installation was deactivated and control of the land was transferred to the city of Blytheville. Prior to its reactivation as Blytheville AFB in 1955, under the control of Tactical Air Command (TAC), the site accommodated private manufacturing activities, housing, a church, a cemetery, and an airport. Control passed from TAC to the 4229th Air Base Squadron, Strategic Air Command (SAC) in 1958, under whose control it remained until June 1992. Between 1975 and 1985, the base was considered several times for closure.

The site occupies 3,286 acres (501 in fee simple and 2,785 donated by the community of Blytheville), of which all except 26 acres are within the city limits of Blytheville. The 26-acre portion, located in the extreme northwest corner of the installation, is within the city limits of Gosnell. The closest metropolitan region is Memphis, Tennessee, located approximately 60 miles to the south. Figure 2.1-1 is a map of the region.

The economic base of the region has undergone a major restructuring over the past two decades. In 1970, farm employment comprised 20 percent of total employment in the region and accounted for 16 percent of total earnings. Manufacturing also comprised 20 percent of employment and accounted for 23 percent of the earnings. The government sector comprised 17 percent of employment and 18 percent of earnings. By 1989, farm employment and earnings decreased substantially, contributing only 7 percent of both employment and earnings in the region. The share of employment and earnings contributed by the government sector remained unchanged. Employment in the manufacturing sector had risen to 22 percent by 1989 and the contribution to total regional earnings had increased to 27 percent.

Substantial structural changes have recently occurred in the local economy with the development of a mini steel mill just east of Blytheville adjacent to the Mississippi River. This 680,000-square foot structural steel mill employs approximately 500 workers, and when the planned expansion is completed in 1994, an additional 100 to 125 workers will be hired. About 5 miles



#### EXPLANATION

#### Regional Map

- Interstate Highway
- U. S. Highway
- State Boundary
- County Boundary
- River



Figure 2.1-1

north of this existing structural steel plant, a new sheet steel mini mill is nearing completion. It is expected that this new facility will employ about 250 to 300 workers. With both steel mills in operation, it is anticipated that ancillary industries will locate nearby in order to achieve gains in cost and production efficiencies.

## 2.2 REGION OF INFLUENCE

The ROI is defined as the region in which the principal direct and secondary socioeconomic effects of disposal and reuse actions at Eaker AFB are likely to occur and are expected to be of most consequence for local jurisdictions (Figure 2.2-1). It is important to note that the ROI for each issue addressed may vary from one to another.

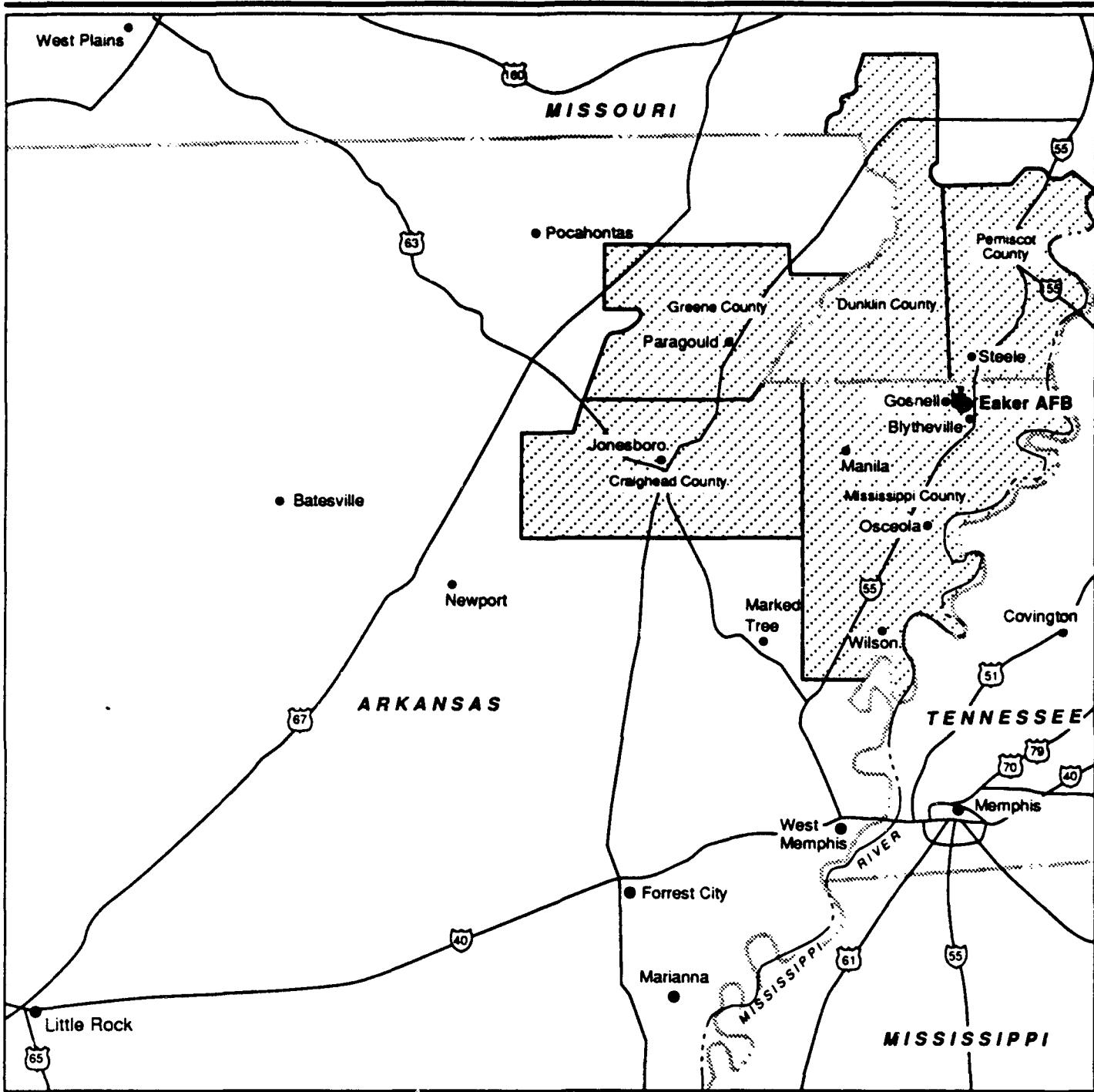
Two factors were important in determining the ROI used in this analysis. The first was the distribution of residences for current military and civilian personnel stationed at Eaker AFB. This residential distribution is not only an aid in determining where the greatest effects of closure would occur, but also provides a guide to where the potential effects of reusing the base would occur, since it reflects the preferences of those currently employed at the site. Data for this residential distribution was obtained by zip code for all personnel employed at the base for which data were available.

The second factor in determining the extent of socioeconomic effects is the degree of linkage among the economies of the various communities in the region. This linkage, based on trade among sectors within the region, determines the nature and magnitude of multiplier effects of actions at the base.

Based on the two factors outlined above, the ROI is comprised of five contiguous counties. They are Craighead, Greene, and Mississippi counties in Arkansas and Dunklin and Pemiscot counties in neighboring Missouri. The majority of socioeconomic effects, however, will be experienced in Mississippi County and the communities of Blytheville and Gosnell.

### Economic Resource Impact Statements

Regional purchases associated with Eaker AFB, including both base spending for goods and services and base personnel spending of payrolls, are reported in Eaker AFB's Economic Resource Impact Statements (ERISs), which are prepared annually. The regional expenditures cited in these statements are reported for an area within a 50-mile radius of the base, which includes fourteen contiguous counties in the states of Arkansas (Clay, Craighead, Greene, Poinsett and Mississippi), Missouri (Dunklin, New Madrid, and Pemiscot), and Tennessee (Crockett, Dyer, Haywood, Lake, Lauderdale, and Tipton). While this 50-mile radius serves as a departure point in defining the ROI, it is oftentimes too wide an area for pinpointing where the



#### EXPLANATION

- [Interstate Highway icon] Interstate Highways
- [U.S. Highway icon] U.S. Highways
- [Dotted Line icon] ROI Boundary

#### Region of Influence



Figure 2.2-1

socioeconomic effects will occur within the region. Consequently, this 50-mile radius was not used to define the existing ROI.

#### Economic Activity

It is anticipated that almost all of the regional reuse demands associated with payroll expenditures, and most of the demands associated with goods and services expenditures, will occur within Craighead, Greene, and Mississippi counties in Arkansas, and Dunklin and Pemiscot counties in Missouri. Most demands associated with regional economic effects of base closure also are anticipated to be concentrated within this ROI. Potential indirect effects which may occur outside the ROI are expected to be minimal after dispersion and are excluded from further analysis.

Total employment in the five-county ROI grew at an average annual rate of 1.2 percent, an increase from 82,900 to 103,900, from 1970-1989 (NPA Data Services, 1991). This rate of growth was well below that of Arkansas, which sustained a 2.2 percent annual rate for the same time period. The national rate of change was 2.2 percent annually. By the time Eaker AFB is closed in December of 1992, the labor force, exclusive of the base closing, is projected to reach 107,700 and 123,500 by the year 2013. The projections, provided by NPA Data Services (1991), were developed on the assumption of continued operation of Eaker AFB. Among some of the larger employers in the region are a joint venture Nucor-Yamato (mini steel mill), Maynatech Universal (fluorescent fixture), Borg-Warner (auto-emission control), and Randall (auto-appliance trim).

Mississippi County accounted for about 6 percent of the job increase in the ROI over the period 1970-1989. The average annual rate of change in employment in Mississippi County was only 0.2 percent over this period. Total employment in Mississippi County increased by 1,250 jobs between 1970 and 1989, or almost 5 percent. The proportion contained in the government sector increased slightly from 24 percent in 1970 to 27 percent in 1989. The proportion in the manufacturing sector increased from 18 percent in 1970 to 25 percent in 1989, while agriculture fell from 19 percent to 7 percent over the same period.

#### Population

Population effects from the disposal and potential reuse of Eaker AFB were analyzed for the ROI, defined as the 5-county region of Craighead, Greene, and Mississippi counties in Arkansas and Dunklin and Pemiscot counties in Missouri, and the selected communities of Blytheville and Gosnell. Of the civilian and military personnel currently employed at Eaker AFB and residing off base, it is estimated that 63 percent reside in Blytheville, 27 percent in Gosnell, with the remaining 10 percent living in Mississippi County.

**Population effects for the communities within the remainder of the ROI are expected to be too small to warrant further analysis.**

Population in the ROI increased from 199,800 in 1970 to 213,300 in 1990 at an average annual rate of 0.3 percent. The state of Arkansas grew at an average annual rate of 1 percent over this time period. Based on the present analysis, it is projected that population in the ROI will total 211,700 with the base closure by 2013 (NPA Data Services, 1991).

Mississippi County contained 31 percent of the ROI's total population in 1970 and 27 percent in 1990. The population of the county, however, fell by 4,530 (7.3 percent) from 62,060 residents in 1970 to 57,520 in 1990.

The number of residents in the city of Blytheville fell by almost 1,850 from 24,750 (7.5 percent) in 1970 to 22,910 in 1990. Over the same time period, the population of the city of Gosnell increased by almost 2,400 residents from 1,380 to 3,780, at an average annual rate of 5.2 percent.

#### **Housing**

Housing effects resulting from the closure and reuse of Eaker AFB were analyzed for the same ROI as population defined above (i.e., the 5-county region of Craighead, Greene, Mississippi, Dunklin, and Pemiscot counties and the selected communities of Blytheville and Gosnell). Housing effects are expected to follow the distribution of population effects as discussed above.

The total number of housing units in the ROI increased from 81,900 in 1980 to 86,790 in 1990 at an average annual rate of 0.6 percent. Of the total housing stock in 1980, the largest share is in Craighead County (29.4 percent), followed by Mississippi County (26.1 percent). By 1990, the shares of each of these counties were 32.8 percent and 25.6 percent, respectively.

Of the 21,554 total housing units in Mississippi County in 1980, 1,797 were vacant resulting in a vacancy rate of 8.3 percent. Of these units, 74.8 percent were attached or detached single-unit structures, 7.2 percent were mobile homes, 12.8 percent were two- to four-unit structures, and 5.3 percent were structures of five or more units.

Of the 22,230 total housing units in Mississippi County in 1990, approximately 1,800 were vacant resulting in a vacancy rate of 8.2 percent. Of these units, 72.4 percent were attached or detached single unit structures, 12.5 percent were mobile homes, 11.2 percent were in two- to four-unit structures, and 3.8 percent were in five or more units.

In the city of Blytheville, with a total of 8,902 housing units in 1990, the homeowner vacancy rate was 2.4 percent and the rental vacancy rate was 9 percent. In the city of Gosnell, with a total of 1,381 housing units in 1990, the homeowner vacancy rate was 1.6 percent and the rental vacancy rate was 7.5 percent.

#### **Public Services**

The ROI for the public service analysis (i.e., police and fire protection, general government, public education, and health care) contains the principal jurisdictions which have the closest linkage to the Eaker AFB site: those providing services directly to Eaker AFB military and civilian personnel or their dependents; those having public service and facility arrangements with the base; and those likely to be most affected by potential reuse of the base.

Potentially affected jurisdictions include the Mississippi County government, responsible for providing services to unincorporated areas, and the cities of Blytheville and Gosnell. The Blytheville and Gosnell school districts would also be affected by closure and reuse of the base. These school districts individually accounted for 27 and 63 percent, respectively, of the places of residence of the total Eaker AFB off-base military and civilian personnel. In each of these districts, Federal enrollments accounted for at least 50 percent of total 1991-1992 enrollments in Gosnell and less than 3 percent in Blytheville.

All school-age children residing on base attend schools in the Gosnell School District, and most of those living off base attend schools in the Gosnell or Blytheville school districts.

Enrollment in the Gosnell School District has increased slightly (2.2 percent) over the past 5 school years, from 2,030 students in school year 1987-1988 to 2,075 in 1991-1992. Enrollment in the Blytheville School District has fallen slightly (2.1 percent) over the same time period, from 4,365 to 4,275 students.

Higher education is provided by the Mississippi County Community College located in Blytheville which has an enrollment of just under 4,000 students. The Cotton Boll Vocational/Technical School, located about 10 miles south of Blytheville, has an enrollment of approximately 1,200.

The police and fire departments of each municipality currently have mutual aid agreements with the base.

## **Public Finances**

The ROI for public finances consists of the local governmental units that are expected to receive the majority of effects from base closure and/or potential reuse. These jurisdictions include Mississippi County, the communities of Blytheville and Gosnell, and the school districts of Blytheville and Gosnell.

Local property and sales tax revenues, license and fee revenues, and intergovernmental transfers generally are the principal revenue sources of the cities. School districts depend, to a large degree, upon state education funding. Federal impact assistance under Public Law 81-874 programs play a major role in the Gosnell School District but only a minor role in the Blytheville School District.

The BGDA was created, under Arkansas law, as a public trust by the Blytheville Chamber of Commerce. The mission of the trust is the redevelopment of the base property. There are five participating agencies that appoint trustees as follows: State of Arkansas (5 members), Mississippi County (1 member), City of Blytheville (1 member), City of Gosnell (1 member), and Blytheville Chamber of Commerce (1 member). The trust has bonding authority to raise capital for numerous purposes including the purchase of real property.

It is anticipated that the BGDA will be reformed as the Blytheville-Gosnell Regional Airport Authority sometime in 1993, with the same board membership.

## **Transportation**

The ROI for the transportation analysis includes the communities of Blytheville and Gosnell with emphasis on the area surrounding Eaker AFB. Within this geographic area, the analysis examines the principal existing road, air, and rail transportation networks, and barge traffic on the Mississippi River contiguous to Mississippi County. It includes the segments of the transportation networks in the region that serve as direct or indirect linkage to the base, and those that would be affected during reuse, including those commonly used by military and civilian personnel at Eaker AFB.

Eaker AFB is located in the northeastern corner of Mississippi County and is traversed by Interstate 55. All access to the base is from SH 151, otherwise known as Airbase Highway. SH 151 connects the base and the city of Gosnell with the city of Blytheville. Other major roads servicing the area include U.S. Highway (U.S.) 61 (Division Street), SH 18 (Main Street), and SH 150.

**No rail service is available to the base. The Burlington Northern Railroad provides freight service to Mississippi County with facilities in Blytheville and Osceola.**

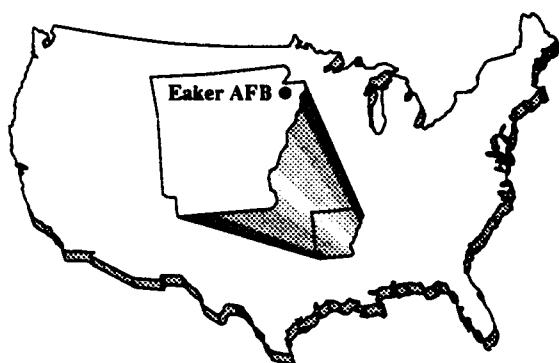
#### **Utilities**

The ROI for the utilities analysis (including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and energy supply and distribution) generally consists of the service areas of the local purveyors that serve Eaker AFB and the surrounding communities of Blytheville and Gosnell.

The cities of Blytheville and Gosnell provide water, wastewater, and solid waste collection services to their respective communities. Arkansas Power & Light and Mississippi County Electric Cooperative (MCEC) supply electricity to the region. Associated Natural Gas, a division of Arkansas Western Gas, is the natural gas purveyor in the local area.

Eaker AFB obtains its water from three on-base wells and operates its own wastewater treatment plant. Solid waste is hauled off base by a local disposal firm and taken to either the city of Blytheville's incinerator or Mississippi County's landfill in Luxora, Arkansas.

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**CHAPTER 3**  
**EXISTING SOCIOECONOMIC**  
**CONDITIONS**

## **3.0 EXISTING SOCIOECONOMIC CONDITIONS**

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### **3.1 INTRODUCTION**

This chapter presents recent socioeconomic trends in the region (preclosure conditions) and outlines the effects of base closure (closure conditions) for comparison with projected conditions under each of the alternative reuse scenarios. Of particular importance in this analysis are "site-related" effects of closing Eaker AFB. Site-related effects are defined as the direct on-site and secondary off-site effects of activities occurring on the base. Unless otherwise stated, the results in the following sections represent the reduction in "site-related" employment, population, housing, public services, and public finance variables due to base closure. For example, reduced site-related population in the ROI due to base closure refers to the number of persons who would out-migrate from the ROI because of the loss of both direct jobs on the base and the secondary off-site employment effects. When taken in context with other non-base-related growth, however, this out-migration may simply result in a reduced rate of growth in overall population within the ROI. This distinction is discussed, as appropriate, in each of the resource-specific sections. A summary table of conditions at closure of Eaker AFB is included in Table 3.1-1. The closure date for Eaker AFB is December 1992. For the purposes of this study, closure conditions are described for 1993, the first full year of closure.

### **3.2 ECONOMIC ACTIVITY**

#### **Recent Trends**

**Jobs.** The number of jobs in the five-county ROI steadily increased over the period 1970-1989 at an average annual rate of 1.2 percent. This growth was comprised of a relatively stable military component, which demonstrated average annual increases of 0.5 percent; and a civilian work force which recorded growth of 1.2 percent annually over the same period. This growth resulted in an increase of 20,968 jobs over the 19-year period, which corresponds to an annual increase of 1,104 jobs to the ROI.

The majority of the growth within the ROI occurred in Craighead County where almost three-fourths of the new jobs were located. Craighead County gained 15,453 new positions from 1970-1989, and experienced an average annual increase in employment of 2.7 percent. Of the remaining counties which comprise the ROI, only Greene continually increased its employment levels, at an annual rate of 2.0 percent. Mississippi County initially experienced an increase followed by a decline over the same 20-year period. By 1989, however, employment in Mississippi County was higher than its 1970 employment level. Overall, employment in the county

**Table 3.1-1. Effects of Closure of Eaker AFB**

<b>Resource Category</b>	<b>1991 through Closure</b>
<b>Economic Activity</b>	
Employment	Decline of approximately 4,553 direct and secondary jobs from 1991 to closure in the ROI.
Earnings (1990 Dollars)	Decline of about \$72 million/year from 1991 to closure in the ROI.
<b>Population</b>	
Military-related	Decline of more than 6,000 people from 1991 to closure in the ROI.
Civilian-related	Decline of about 800 people from 1991 to closure in the ROI.
<b>Housing</b>	Decline in demand of approximately 1,450 off-base housing units from 1991 to closure in the ROI.
<b>Public Services</b>	
General Government, Police and Fire	
Mississippi County	Decline in population served of about 6,200 from 1991 to closure.
City of Blytheville	Decline in population served of about 3,900 from 1991 to closure.
City of Gosnell	Decline in population served of almost 1,675 from 1991 to closure.
Education	Declines in enrollments of approximately 1,200 students and 120 students from 1991 to closure in the Gosnell and Blytheville school districts, respectively.
Health	Eaker AFB hospital closed.
<b>Public Finances (1990 Dollars)</b>	
Mississippi County	Shortfalls of \$48,000 per year.
City of Blytheville	Shortfalls of \$45,000 per year.
City of Gosnell	Shortfalls of \$7,000 per year.
City of Blytheville school district	Shortfalls of \$280,000 per year.
City of Gosnell school district	Shortfalls of \$4,000,000 per year.
<b>Other Relevant Resources</b>	
Transportation	Base-related traffic reductions would improve traffic flow on local roads. No impacts are expected for barge, air, and rail transportation modes.
Utilities	Demands for water, wastewater treatment, solid waste disposal, and natural gas would decline as much as 28 percent.

increased at an average annual rate of 0.2 percent. Both Dunklin and Pemiscot counties in Missouri demonstrated a decreasing trend of 0.1 percent annually over the same period and, by 1989, manifested fewer jobs than in 1970.

At a state level, both Arkansas and Missouri increased their employment levels over the period 1970-1989 (with average annual growth rates of 2.2 percent and 1.7 percent, respectively). The growth in national employment matched that of the state of Arkansas during 1970-1989; in this instance, the civilian work force increased annually by 2.3 percent, and the military component decreased at an annual rate of 0.8 percent (Table 3.2-1).

The relative share of employment by industry sector remained fairly constant over the 19-year period for most sectors, with a few exceptions. The relative size of the agricultural work force decreased from a 20 percent share of total employment in 1970 to approximately 7 percent by 1989. The military component of the government sector also decreased over the period from nearly 5 percent of total employment in 1970 to approximately 1.5 percent in 1989. The services sector exhibited the largest percentage gain relative to total employment over the 19-year period increasing from about 14 percent in 1970 to 21.1 percent in 1989. The civilian component of the government sector also experienced growth over the period 1970-1989, rising from 12.6 percent to 15.3 percent in its contribution to the total. Both the wholesale and retail trade sectors also grew in relative share over the 19-year period (Figure 3.2-1).

**Military Sector.** The contribution of Eaker AFB to the military sector in terms of regional employment declined from 74 percent in 1987 to 71 percent in 1989, representing a loss of 268 active duty military positions. Over this same period, however, appropriated fund civilian employment levels increased steadily from 664 to 753 (Table 3.2-2). These 3,775 direct military and civilian jobs in 1989 created an additional 1,424 indirect jobs in the regional economy through the expenditure of wages and salaries and procurement of materials and supplies (Figure 3.2-2).

**Earnings, Income and Expenditures.** Earnings per-job and per-capita, in the five-county ROI, increased at an average annual growth rate of 0.3 and 1.8 percent, respectively, over the period 1970-1989. Arkansas yielded comparable average annual growth rate increases. The earnings per-job growth rates for both Missouri and the nation as a whole were slightly negative, while their per-capita income growth rates were slightly lower than the ROI level (see Table 3.2-1).

**Table 3.2-1. Summary of Economic Indicators, ROI, Counties, States of Arkansas and Missouri, and the Nation**  
**Page 1 of 3**

	1970 <sup>a</sup>	1980 <sup>b</sup>	1989	Average Annual % Change
<b>Five-County Region of Influence</b>				
Total Jobs	82,921	93,745	103,889	1.2
Civilian	78,991	90,026	99,604	1.2
Military	3,930	3,719	4,285	0.5
Military, % of total	4.7	4.0	4.1	-
Civilian Labor Force	70,315	86,423	96,506	-
Unemployment Rate (%)	11.1	8.3	8.0	-
Earnings Per Job (1989\$)	15,816	16,283	16,832	0.3
Per Capita Income (1989\$)	8,380	10,129	11,714	1.8
<b>Craighead County, Arkansas</b>				
Total Jobs	23,242	30,793	38,695	2.7
Civilian	22,887	30,386	38,324	2.8
Military	355	407	371	0.2
Military, % of total	1.5	1.3	1.0	-
Civilian Labor Force	20,380	31,175	37,275	-
Unemployment Rate (%)	5.8	8.5	5.3	-
Earnings Per Job (1989\$)	17,053	17,968	18,023	0.3
Per Capita Income (1989\$)	9,310	11,247	13,479	2.0
<b>Greene County, Arkansas</b>				
Total Jobs	10,277	12,972	14,873	2.0
Civilian	10,107	12,780	14,694	2.0
Military	170	192	179	0.3
Military, % of total	1.7	1.5	1.2	-
Civilian Labor Force	9,062	13,850	14,925	-
Unemployment Rate (%)	7.1	11.4	7.5	-
Earnings Per Job (1989\$)	16,542	16,110	16,474	0.0
Per Capita Income (1989\$)	8,501	9,916	11,314	1.5
<b>Mississippi County, Arkansas</b>				
Total Jobs	26,200	28,244	27,454	0.2
Civilian	23,130	25,344	24,112	0.2
Military	3,070	2,900	3,342	0.4
Military, % of total	11.7	10.3	12.2	-
Civilian Labor Force	21,852	22,450	21,775	-
Unemployment Rate (%)	9.6	9.5	13.1	-
Earnings Per Job (1989\$)	16,120	15,333	17,630	0.5
Per Capita Income (1989\$)	8,133	9,547	11,156	1.7

**Table 3.2-1. Summary of Economic Indicators, ROI, Counties, States of Arkansas and Missouri, and the Nation**  
**Page 2 of 3**

	1970 <sup>1a</sup>	1980 <sup>2a</sup>	1989	Average Annual % Change
<b>Dunklin County, Missouri</b>				
Total Jobs	14,259	13,207	14,095	-0.1
Civilian	14,073	13,077	13,862	-0.1
Military	186	130	233	1.2
Military, % of total	1.3	1.0	1.7	-
Civilian Labor Force	11,111	13,720	12,502	-
Unemployment Rate (%)	7.2	10.6	6.3	-
Earnings Per Job (1989\$)	13,742	15,009	14,634	0.3
Per Capita Income (1989\$)	7,919	9,581	10,671	1.6
<b>Pemiscot County, Missouri</b>				
Total Jobs	8,943	8,529	8,772	-0.1
Civilian	8,794	8,439	8,612	-0.1
Military	149	90	160	0.4
Military, % of total	1.7	1.1	1.8	-
Civilian Labor Force	7,910	8,948	8,217	-
Unemployment Rate (%)	10.1	11.3	8.0	-
Earnings Per Job (1989\$)	14,190	15,571	13,215	-0.4
Per Capita Income (1989\$)	7,552	9,697	10,152	1.6
<b>State of Arkansas</b>				
Total Jobs	789,991	1,019,474	1,188,573	2.2
Civilian	768,388	995,926	1,166,021	2.2
Military	21,603	23,548	22,552	0.2
Military, % of total	2.7	2.3	1.9	-
Civilian Labor Force	698,017	1,000,000	1,135,000	-
Unemployment Rate (%)	5.7	7.6	7.2	-
Earnings Per Job (1989\$)	17,165	17,992	18,489	0.4
Per Capita Income (1989\$)	9,035	11,234	13,000	1.9
<b>State of Missouri</b>				
Total Jobs	2,164,479	2,510,662	3,003,135	1.7
Civilian	2,105,213	2,474,984	2,951,851	1.8
Military	59,266	35,678	51,284	-0.8
Military, % of total	2.7	1.4	1.7	-
Civilian Labor Force	1,881,674	2,259,764	2,614,000	-
Unemployment Rate (%)	4.2	6.9	5.5	-
Earnings Per Job (1989\$)	22,058	20,895	20,897	-0.3
Per Capita Income (1989\$)	12,173	13,992	16,447	1.6

**Table 3.2-1. Summary of Economic Indicators, ROI, Counties, States of Arkansas and Missouri,  
and the Nation**  
**Page 3 of 3**

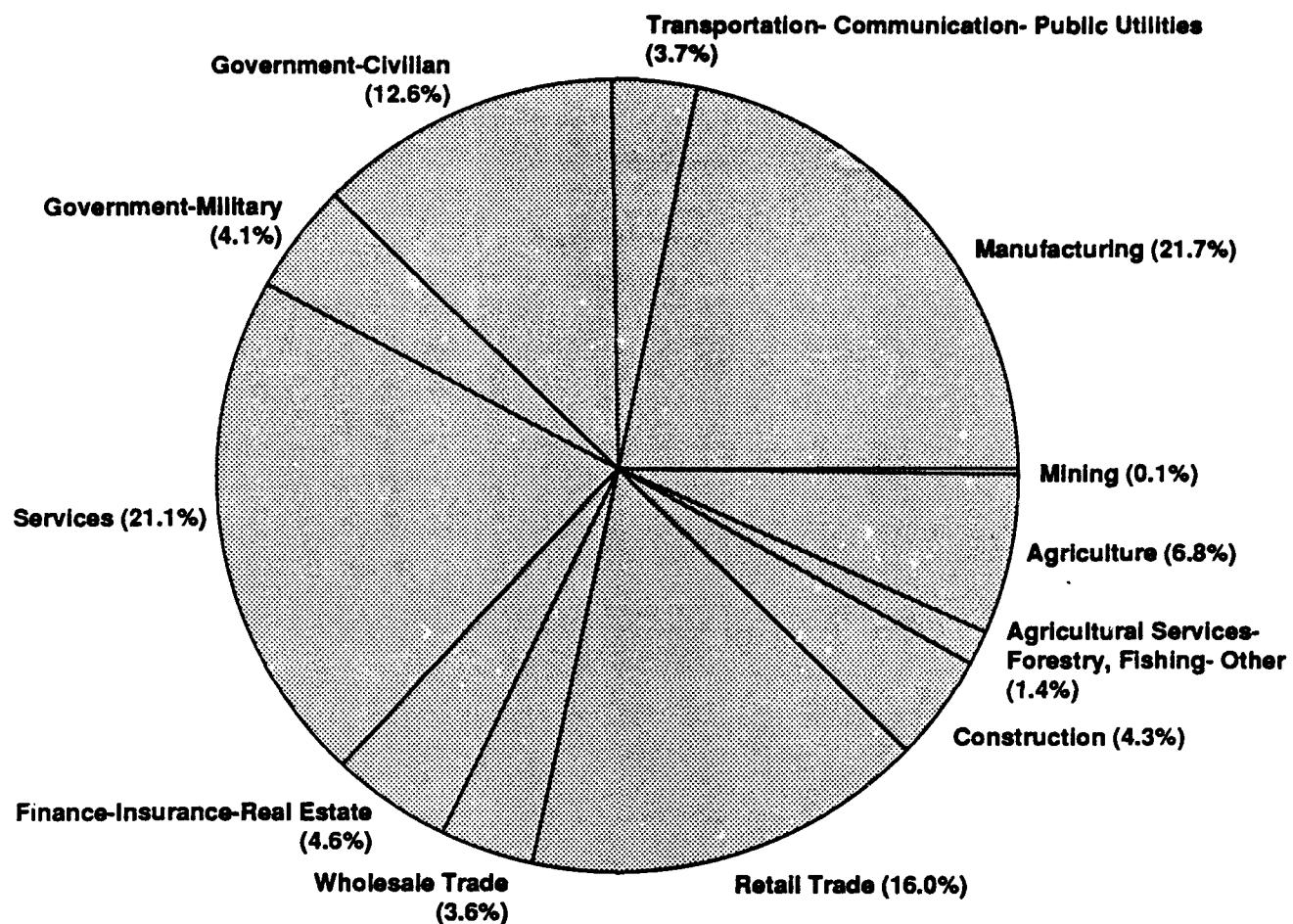
	1970 <sup>(a)</sup>	1980 <sup>(a)</sup>	1989	Average Annual % Change
<b>United States</b>				
Total Jobs (000)	89,753	112,257	136,075	2.2
Civilian (000)	86,521	109,806	133,307	2.3
Military (000)	3,232	2,451	2,768	-0.8
Military, % of total	3.6	2.2	2.0	-
Civilian Labor Force (000)	82,771	106,940	123,869	2.1
Unemployment Rate (%)	4.9	7.1	5.3	-
Earnings Per Job (1989\$)	23,423	22,589	23,348	0.0
Per Capita Income (1989\$)	12,947	14,927	17,592	1.6

**Notes:** Jobs are full- and part-time civilian and military employment by place of work. Civilian labor force and unemployment rate are by place of residence. Earnings and income are in constant 1989 dollars. Average annual percent change is shown for period covering the earliest and most recent years of available data.

**Sources:** U.S. Bureau of Labor Statistics, 1991b; U.S. Bureau of Economic Analysis, 1992g.  
 (a) City and County Data Book, 1972.  
 (b) City and County Data Book, 1983.

### **Major Industrial Sectors, 1989**

**Total Employment = 103,889**

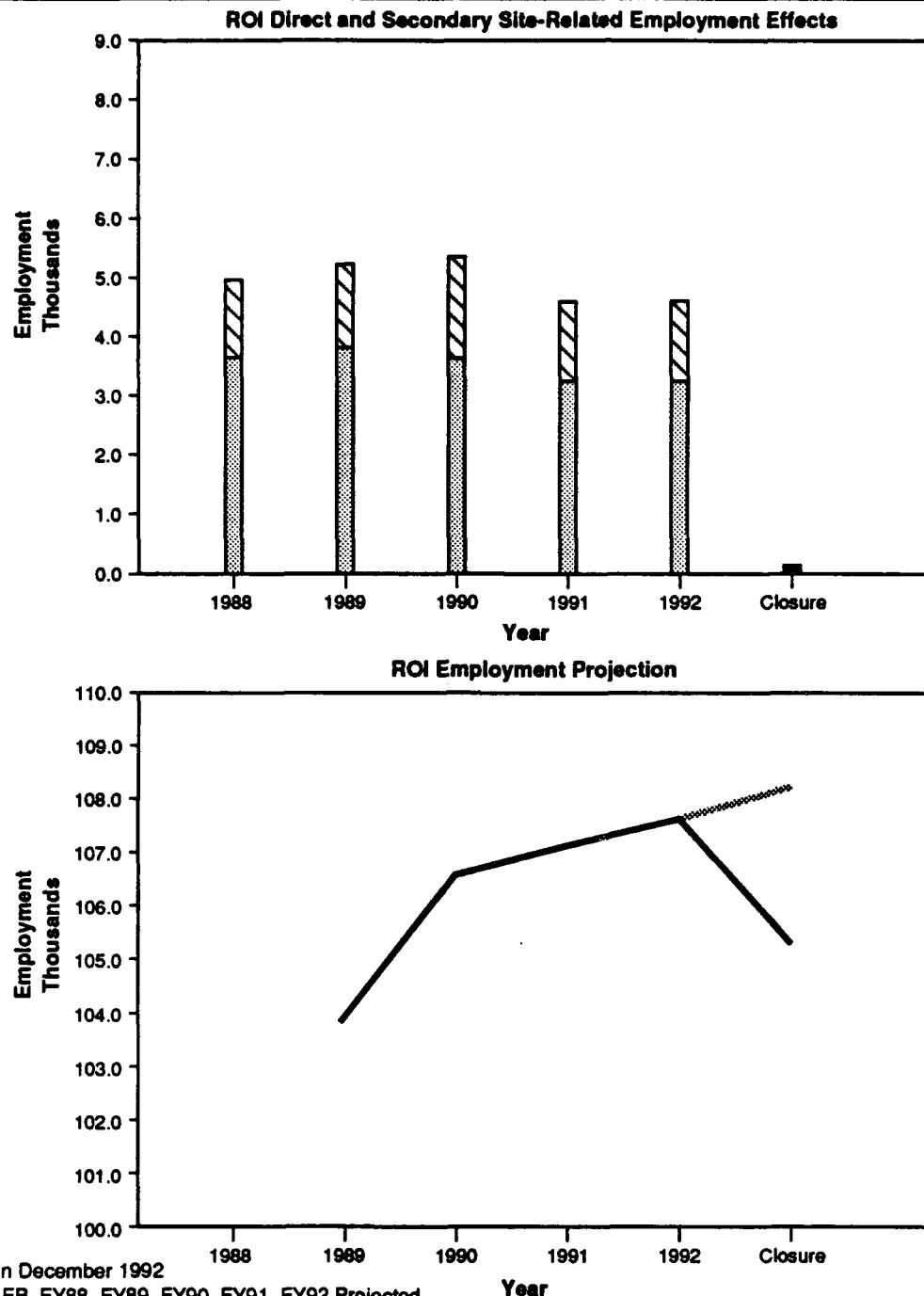


Source: U.S. Bureau of Economic Analysis, 1989a.

Region of Influence (ROI) consists of Craighead, Greene, and Mississippi counties, Arkansas; and Dunklin and Pemiscot counties, Missouri.

### **Distribution of ROI Jobs by Major Industrial Sectors, 1989**

**Figure 3.2-1**



#### EXPLANATION

- Caretaker Operations
- ROI Direct Employment
- ROI Secondary Employment
- Actual & Closure Projection
- Assumed No Base Closure

#### ROI Site-Related and Total Employment Projections

**Figure 3.2-2**

**Table 3.2-2. Eaker AFB Employment**

Employment Category	FY 87	FY 88	FY 89	FY 90	FY 91
Military Personnel	3,290	2,994	3,022	2,887	2,565
Civilian Personnel	664	648	753	712	627
Appropriated Fund	408	337	397	350	312
Nonappropriated Fund/Base Exchange	175	287	259	279	226
Contract Civilians	74	0	66	51	65
Private Business On-Base	7	24	31	32	24
<b>Total Employment</b>	<b>3,954</b>	<b>3,642</b>	<b>3,775</b>	<b>3,599</b>	<b>3,192</b>

FY = fiscal year

Sources: U.S. Air Force, 1987, 1988, 1989, 1990, 1991.

Total earnings in the ROI grew from \$1,311,478,536 in 1970 to \$1,748,629,000 in 1989 (adjusted for inflation) at an average annual rate of 1.5 percent. The relative share of earnings contributed by industry sectors increased over this period for 7 of the 12 sectors, remained constant for 1, and diminished for the remaining 4 sectors. The relative size of the mining sector remained constant over the period 1970-1989 at 0.1 percent of total ROI employment. The agriculture, construction, retail trade, and military work force decreased from 1970 levels, with the largest relative percentage change occurring in the agricultural sector. This shift replicates a national trend away from agriculture to service-oriented activities. The trend is supported by the shift in relative share of employment at the ROI level, as the services sector recorded the greatest percentage increase over the 19-year period, claiming nearly 19 percent of the earnings in 1989 as compared to approximately 12 percent in 1970.

The military component of the government sector decreased over the period from 5.1 percent of total earnings in 1970 to 4.3 percent in 1989. While military earnings in 1989 (\$75,041,000) were actually higher than in 1970 (\$66,669,000) (adjusted for inflation), the relative share of military earnings in the regional economy still fell as a result of even faster earnings growth in the other industrial sectors.

The contribution made by Eaker AFB to total spending in the ROI for the period 1987-1991, through payrolls to active duty military and civilian employees and procurement of goods and services, fluctuated noticeably. Payrolls followed the course set by personnel levels which initially decreased, then increased, and decreased again, originating at \$71,068,066 in 1987, peaking at \$79,093,861 in 1990, and dropping to \$75,624,784 in 1991 (Table 3.2-3). The annual expenditures for construction, services, and procurement of materials for the commissary, education, health, and miscellaneous items peaked in 1987 at \$28,708,635 then declined in 1988,

**Table 3.2-3. Eaker AFB Payrolls (current year dollars)**

Category	FY 87	FY 88	FY 89	FY 90	FY 91
Military	62,408,178	62,518,470	66,419,323	67,343,902	64,376,177
Civilian	8,659,888	9,808,954	11,117,452	11,749,959	11,248,607
Appropriated Fund	6,711,520	7,590,510	7,740,779	8,279,100	8,070,900
Nonappropriated Fund	1,882,368	1,868,944	1,877,302	2,215,055	2,082,562
Other Contract	66,000	349,500	1,499,371	1,255,804	1,095,145
<b>Total</b>	<b>71,068,066</b>	<b>72,327,424</b>	<b>77,536,775</b>	<b>79,093,861</b>	<b>75,624,784</b>

FY = fiscal year

Sources: U.S. Air Force, 1987, 1988, 1989, 1990, 1991.

rose to a lesser peak in 1990 of \$24,954,553, and dropped substantially in 1991 to \$15,982,997 (Table 3.2-4).

**Table 3.2-4. Eaker AFB Annual Expenditures (current year dollars)**

Expenditure Category	FY 87	FY 88	FY 89	FY 90	FY 91
Total Construction	20,728,228	5,678,900	6,499,372	13,065,826	5,041,714
Total Services	3,502,140	3,940,414	5,031,555	5,479,120	5,209,886
Commissary/Base Exchange	603,544	437,675	300,797	318,809	286,770
Education	1,243,940	1,339,819	1,218,375	2,845,355	2,211,629
Health	1,466,825	1,516,002	1,877,364	1,553,915	1,471,190
Temporary Duty	89,830	91,973	80,757	58,195	70,694
Other	1,074,128	2,932,180	1,988,257	1,633,333	1,691,114
<b>Total Annual Expenditures</b>	<b>28,708,635</b>	<b>15,936,963</b>	<b>16,996,477</b>	<b>24,954,553</b>	<b>15,982,997</b>

Sources: U.S. Air Force, 1987, 1988, 1989, 1990, 1991.

Eaker AFB also stimulated the regional economy indirectly. In 1987, the base contributed approximately \$20,104,000 to the ROI through secondary employment and local spending. In 1990 the indirect effects peaked with the base generating nearly \$21,859,000. By 1991, the indirect earnings due to the activity at Eaker AFB approached 1987 levels, generating \$20,563,200 of earnings (see Table 3.2-5).

**Table 3.2-5. Site-Related Employment and Earnings, Projected, 1991 to Closure**

	1991	1992	Closure
<b>Base Operation</b>			
Employment	4,553	4,553	66
Direct	3,192	3,192	50
Secondary	1,361	1,361	16
Earnings (1989 \$)	71,942,000	71,942,000	909,226
Direct	51,378,800	51,378,800	687,126
Secondary	20,563,200	20,563,200	222,100
*Employment Projections	107,140	107,686	108,236
*Forecast Adjustment for Eaker AFB			
Employment (annual)	4,553	4,553	66
Employment Loss (cumulative)	396	396	-4,883
*Adjusted Projection without Eaker	106,744	107,290	103,353

\*NPA Data Services, 1991

Source: U.S. Air Force, 1991

#### Closure Conditions

The closure of Eaker AFB will result in a loss of 3,192 current (active duty and base civilians) employees, and 1,361 indirect jobs in the ROI. The loss of these positions and associated base spending (and indirect spending) would reduce the overall spending in the regional economy by \$193,473,000.

In 1993, under closure conditions the base would employ 50 caretaker personnel. These positions and the stimulation of the off-base economy through their personal consumption expenditures (\$687,126) will in turn generate an additional 16 indirect jobs and \$222,100 in personal consumption expenditures in the ROI (Table 3.2-5).

The economy of Mississippi County is undergoing a significant structural transformation with the introduction of two mini-steel mills. A structural steel mill is located just east of Blytheville in Mississippi County, which employs approximately 500 workers and is projected to add an additional 100 to 125 workers through a planned expansion scheduled for completion in 1994. A second mini-steel mill producing sheet steel is currently under construction. It is expected that this mill will employ 250 to 300 persons and industries utilizing the sheet steel are expected to locate close to the mill in the near future.

### 3.3 POPULATION

#### Recent Trends

Population in the five-county ROI grew at a modest rate of 0.77 percent per year in the 1970s but declined slowly in the 1980s to an average annual percentage rate of 0.07. The population increased from 199,008 in 1970 to 214,811 in 1980, and then declined to 213,318 in 1990. Over the two decades Craighead and Greene counties in Arkansas showed a consistent growth pattern increasing from 52,068 and 24,765, respectively, in 1970 to 68,956 and 31,804 in 1990. Dunklin County, Missouri, showed growth from 33,742 in 1970 to 36,324 in 1980 and declined to 33,112 in 1990. Mississippi County, Arkansas, and Pemiscot County, Missouri, both showed a consistent decline from 62,060 and 26,373 in 1970 to 57,525 and 21,921, respectively, in 1990 (Table 3.3-1).

Table 3.3-1. Population Trends for ROI, Counties, and Communities

	Population			Average Annual Growth Rate	
	1970	1980	1990	1970-80(%)	1980-90(%)
Craighead County	52,068	62,239	68,956	1.80	1.03
Greene County	24,765	30,744	31,804	2.19	0.34
Mississippi County	62,060	59,517	57,525	-0.42	-0.34
Blytheville	24,752	23,844	22,906	-0.37	-0.40
Gosnell	1,386	2,745	3,783	7.07	3.26
Dunklin County	33,742	36,324	33,112	0.74	-0.92
Pemiscot County	26,373	24,987	21,921	-0.54	-1.30
Region of Influence	199,008	214,811	213,318	0.77	-0.07

Sources: U.S. Bureau of the Census, 1970a, 1970b, 1980a, 1990a, 1990b.

The two communities which will experience the greatest effects of the base closure are Blytheville and Gosnell in Mississippi County. Blytheville is the larger of the two communities with a 1990 population of almost 23,000. It has experienced consistent population decline over the past two decades losing just over 900 residents in both the 1970s and 1980s. Gosnell, however, experienced a doubling of its population between 1970 and 1980 from 1,386 to 2,745 persons and had an average annual growth rate of 3.26 percent in the 1980s (Table 3.3-1).

#### Closure Conditions

With the closure of Eaker AFB and cessation of employment at the site, it is assumed that all active duty military and their dependents (2,565 active duty and 3,516 dependents) will leave the region (Table 3.3-2). In addition

**Table 3.3-2. Military Population and Housing, Eaker AFB**

<b>Category</b>	<b>FY 88</b>	<b>FY 89</b>	<b>FY 90</b>	<b>FY 91</b>
<b>Military Personnel</b>				
Living on Base	1,606	1,508	1,442	1,424
Living off Base	1,388	1,514	1,445	1,141
<b>Military Dependents</b>				
Living on Base	2,275	2,109	2,089	2,078
Living off Base	1,300	1,699	1,595	1,438
<b>Military Retirees</b>	4,828	5,064	5,231	5,356
<b>Housing Assets</b>				
Family Housing Units	N/A	N/A	928	928
Unaccompanied Quarters				
Dormitory Facilities	8	8	8	8
Bed Capacity	N/A	N/A	979	979

Sources: U.S. Air Force, 1987, 1988, 1989, 1990, 1991.

it is further assumed that all appropriated fund civilian personnel and their dependents will leave the area, a total of 808 persons (312 civil servants and their 496 dependents). Most appropriated fund personnel are long-term civil servants who can request transfer to other government agencies. They also are eligible for relocation assistance and, thus, are assumed more likely to leave the area. It is also assumed that no retirees will leave the region. Thus, the total number of persons estimated to leave the region would be 6,889. Based on the residential distribution of these persons and their families, the greatest population losses will be experienced in Blytheville and Gosnell.

It is projected that by the end of 1993, the first complete year of base closure, the population of Mississippi County will decline from a projected 56,304 persons to 50,104 persons after closure. Similarly, the number of residents of Blytheville will decline from a preclosure projection of 22,629 to 18,723. The population of Gosnell will decline from 3,767 to about 2,100 (Table 3.3-3).

The loss in population attributable to closure of Eaker AFB constitutes 3.2 percent of the preclosure population projected for the ROI. The departure of 6,200 persons from Mississippi County represents 11 percent of the preclosure projected population. The community of Blytheville will lose about 3,900 persons or just over 17 percent of its projected preclosure population and Gosnell will experience a decline of 1,674 persons or about 45 percent of its projected 1992 preclosure population.

**Table 3.3-3. Site-Related, Baseline, and Closure-Related Populations (1988 to Closure)**

	1988	1989	1990	1991	1992	Closure
<b>Site-Related Population</b>						
Craighead County	465	499	517	449	173	0
Greene County	465	499	517	449	173	0
Mississippi County	10,469	11,221	11,624	10,107	3,907	0
Blytheville	6,595	7,069	7,323	6,367	2,461	0
Gosnell	2,827	3,030	3,139	2,729	1,055	0
Dunklin County	116	125	129	112	43	0
Pemiscot County	116	125	129	112	43	0
Total	11,632	12,468	12,916	11,230	4,339	0
<b>Baseline Populations (Unadjusted for Closure)</b>						
Craighead County	67,557	68,253	68,956	69,237	69,519	69,802
Greene County	31,589	31,696	31,804	31,975	32,148	32,321
Mississippi County	58,032	57,778	57,525	57,115	56,708	56,304
Blytheville	23,021	22,964	22,906	22,849	22,791	22,629
Gosnell	3,772	3,777	3,783	3,789	3,794	3,767
Dunklin County	33,731	33,420	33,112	32,968	32,825	32,683
Pemiscot County	22,503	22,210	21,921	21,707	21,496	21,286
Total	213,412	213,357	213,318	213,002	212,696	212,396
<b>Closure-Related Out-Migrant Populations</b>						
Craighead County	N/A	N/A	N/A	N/A	N/A	-276
Greene County	N/A	N/A	N/A	N/A	N/A	-276
Mississippi County	N/A	N/A	N/A	N/A	N/A	-6,200
Blytheville	N/A	N/A	N/A	N/A	N/A	-3,906
Gosnell	N/A	N/A	N/A	N/A	N/A	-1,674
Dunklin County	N/A	N/A	N/A	N/A	N/A	-69
Pemiscot County	N/A	N/A	N/A	N/A	N/A	-69
Total	N/A	N/A	N/A	N/A	N/A	-6,890

Sources: NPA Data Services, Inc., 1991; U.S. Bureau of the Census, 1980a, 1980b, 1990a, 1990b.

### 3.4 HOUSING

#### Recent Trends

The regional housing stock grew slowly from 81,900 year-round units in 1980 to almost 86,800 in 1990, an average annual growth rate of 0.6 percent. Most of the net increase (4,890 units) took place in Craighead (4,348 units) and Greene counties (1,308 units). The number of year-round housing units in both Dunklin and Pemiscot counties decreased during the 1980-1990 period (Table 3.4-1).

**Table 3.4-1. Housing Units and Vacancy Rates for the Eaker AFB ROI: 1980-1990**

County/Community	Year-Round Number	Average Annual Growth Rate (%)	Owner-Occupied		Renter-Occupied	
			Number	Vacancy Rate	Number	Vacancy Rate
<b>1980</b>						
Craighead	24,086	-	15,326	1.4	8,022	10.0
Greene	11,908	-	8,259	1.1	3,278	6.7
Mississippi	21,412	-	10,877	1.4	9,682	6.7
Blytheville	8,452	-	4,215	1.4	3,769	5.0
Gosnell	1,111	-	542	3.2	491	10.1
Dunklin	14,762	-	9,324	1.9	4,788	7.3
Pemiscot	9,732	-	5,107	0.7	4,191	0.9
ROI	81,900	-	48,893	1.5	29,961	7.7
<b>1990</b>						
Craighead	28,434	1.7	17,577	2.2	10,017	9.2
Greene	13,216	1.0	9,170	1.9	3,559	6.6
Mississippi	22,232	0.4	11,324	2.0	10,066	7.4
Blytheville	8,902	0.5	3,874	2.4	4,201	9.0
Gosnell	1,381	2.2	627	1.6	667	7.5
Dunklin	14,102	-0.5	8,907	1.6	4,721	7.7
Pemiscot	8,806	-1.0	4,739	1.4	3,780	6.4
ROI	86,790	0.6	51,717	2.1	32,143	9.0

Sources: U.S. Bureau of the Census, 1980a, 1980b, 1990a, 1990b.

The vacancy rate for owner-occupied housing in the ROI increased slightly from 1.5 percent in 1980 to 2.1 percent in 1990. This vacancy rate ranged in 1980 from a high of 1.9 percent in Dunklin County to a low of 0.7 percent in Pemiscot County. For 1990 the rate ranged from 2.2 percent in Craighead County to 1.4 percent in Pemiscot County. Vacancy rates for

renter-occupied housing were considerably higher than for owner-occupied units. In 1980, the rate was 7.7 percent in the ROI and 9.0 percent in 1990. In the earlier time period the rates varied from a high of 10 percent in Craighead County to a low of 0.5 percent in Pemiscot County. In 1990, the corresponding rates were 9.2 percent in Craighead and 6.4 percent in Pemiscot County (Table 3.4-1).

The number of year-round housing units in the communities of Blytheville and Gosnell increased slowly over the period 1980-1990 (see Table 3.4-1).

In 1980, the share of owner-occupied housing stock varied from a high of almost 73 percent in Greene County to a low of just over 54 percent in Mississippi County. Conditions were virtually unchanged by 1990, except in Craighead County where owner-occupied housing declined from 67.7 percent to 65.4 percent. The percentage figures for Blytheville and Gosnell were below Mississippi County rates (less than 53 percent in each case in 1980). By 1990, the owner-occupied rate had increased slightly in Blytheville, but fell for Gosnell (53.5 percent and 48.3 percent, respectively) (Table 3.4-2).

**Table 3.4-2. Housing Tenure, Median Value, and Median Contract Rent for the Eaker AFB  
ROI: 1980, 1990**

Area	1980			1990		
	Percent Owner Occupied	Median Value (\$)	Median Monthly Rent	Percent Owner Occupied	Median Value (\$)	Median Monthly Rent
<b>County</b>						
Craighead	67.7	31,600	152	65.4	50,200	261
Greene	72.8	26,300	108	73.0	39,400	199
Mississippi	54.3	28,500	109	54.4	41,800	192
Dunklin	67.3	22,600	78	66.8	30,000	137
Pemiscot	57.1	18,000	68	56.9	28,800	120
<b>City</b>						
Blytheville	52.8	31,300	132	53.5	45,200	206
Gosnell	52.3	31,300	150	48.3	47,500	253

Sources: U.S. Bureau of the Census, 1970a, 1970b, 1980a, 1980b, 1990a, and 1990b.

The median value of owner-occupied houses in 1980 was highest in Craighead County (\$31,600), followed by Mississippi County (\$28,500). The values in Blytheville and Gosnell were both \$31,300 (see Table 3.4-2). The value had increased at an average annual rate of 4.7 percent in Craighead County (to \$50,200) and 3.9 percent in Mississippi County (to

\$41,800). The median value in Blytheville had risen to \$45,200 by 1990 and \$47,500 for Gosnell (see Table 3.4-2).

The median contract rent rose at an average annual rate of 5.6 percent in Craighead County and 5.8 percent in Mississippi County. Average annual rates of change between 1980 and 1990 for Blytheville and Gosnell were 4.6 percent and 5.4 percent, respectively.

The great majority of year-round housing in the counties of the ROI are single-unit (detached and attached) structures. In 1980, in Mississippi County the proportion was almost 75 percent and reached a high of 87 percent in Dunklin County. By 1990, the proportion of the stock in single-unit structures had fallen in all counties. The share had risen, however, in Blytheville from 69 percent in 1980 to 74 percent in 1990. The proportion of units accounted for by mobile homes and trailers is low in all counties except Gosnell. The share was 29 percent in 1980 and had risen to over 34 percent by 1990 (Table 3.4-3).

**Table 3.4-3. Number of Units in Year-Round Structures, 1980 and 1990**

	<u>Units in Structure</u>			Mobile Home Units	<u>Units in Structure (%)</u>			% Mobile Homes
	1	2-4	>5		1	2-4	>5	
<b>1980</b>								
Craighead	18,580	1,629	1,830	2,072	77.1	6.8	7.6	8.6
Green	9,719	679	576	938	81.6	5.7	4.8	7.9
Mississippi	16,055	2,743	1,129	1,551	74.8	12.8	5.3	7.2
Blytheville	5,865	1,657	780	150	69.4	19.6	9.2	1.8
Gosnell	641	147	5	316	57.8	13.3	0.1	28.5
Dunklin	12,921	627	304	920	87.4	4.2	2.1	6.3
Pemiscot	8,104	669	464	540	82.9	6.8	4.8	5.5
<b>1990</b>								
Craighead	20,101	2,461	2,358	3,514	70.7	8.7	8.3	12.4
Green	10,194	820	487	1,715	77.1	6.2	3.7	13.0
Mississippi	6,102	2,491	854	2,785	72.4	11.2	3.8	12.5
Blytheville	6,633	1,270	669	330	74.5	14.3	7.5	3.7
Gosnell	732	120	2	477	53.0	12.3	0.1	34.5
Dunklin	11,403	956	182	1,561	80.9	6.8	1.3	11.1
Pemiscot	6,809	727	284	986	77.3	8.3	3.2	11.2

Note: Due to rounding, percent totals in the table may not total 100.

Sources: U.S. Bureau of the Census, 1980a, 1980b, 1990a, 1990b.

Housing construction in the ROI averaged almost 590 units per year over the time period 1980-1990, and of this approximately half were located in

Craighead County. Over this time period the proportion of the new ROI housing constructed in Mississippi County ranged from a low of 10 percent to a high of 28 percent (Table 3.4-4).

**Table 3.4-4. Total Housing Units Authorized for Construction for the ROI and Selected Portions of the Eaker AFB ROI: 1985-1990**

	1985	1986	1987	1988	1989	1990
Craighead County	649	330	289	252	302	351
Greene County	139	105	192	133	148	128
Mississippi County	104	119	93	88	133	57
Blytheville	65	55	51	42	48	12
Gosnell	17	24	25	32	68	19
Dunklin County	42	7	51	30	68	14
Pemiscot County	41	18	3	3	9	6
ROI	975	579	628	506	660	556

Sources: U.S. Bureau of the Census, 1985, 1986, 1987, 1989, and 1990.

#### Closure Conditions

Of the total of 6,081 military personnel and their dependents stationed at Eaker AFB, the majority (58 percent) live on base in military family housing or unaccompanied housing (dormitories) (see Table 3.3-2). Only in the case of those living off base will direct effects on the local housing market be experienced. In terms of 1990 housing stock, this represents a reduction of 1.7 percent in the ROI. The reduction of just over 1,300 housing units in Mississippi County represents almost 6.0 percent. It is projected that a total of just over 1,450 housing units will be vacated in the ROI and just over 1,300 of these will be in Mississippi County. This figure includes 312 housing units occupied by the civilian employees and their families who are projected to leave the region. Of the county total, it is projected that almost 825 units will be vacated in Blytheville and just over 350 in Gosnell. The reductions in Blytheville and Gosnell represent increased vacancies of just over 9 percent and 25 percent, respectively, in 1990.

### 3.5 PUBLIC SERVICES

The key public services examined in this analysis are municipal and county government, public education, police and fire protection, and health care. In the Eaker AFB region, providers of these services are city and county governments, public school districts, police and fire departments, and hospitals and clinics. The following section presents a discussion of the existing and closure conditions for each of these major public services in the ROI focusing on those service providers that are closest geographically to Eaker AFB and/or maintain the closest relations with the base.

The levels of general public service are usually determined by the ratio of employees (e.g., municipal employees, sworn peace officers, professional fire fighters) to serviced population and by student/teacher ratios at the primary and secondary public school levels. In addition, staffing per area of service also is used where jurisdictional control of the base becomes the responsibility of the community and where the additional acreage has no population in-migration associated with it.

### **3.5.1 Governmental Structure**

#### **Recent Trends**

**Mississippi County.** Blytheville is the northern county seat of Mississippi County. The southern county seat is located in Osceola. Eight elected officials head the major county departments: assessor, circuit clerk, collector, coroner, county clerk, county judge, sheriff, and treasurer. The legislative body for the county is the Quorum Court, which is made up of 13 elected representatives, one from every district in the county. The board of representatives of the Quorum Court is elected every 2 years. The county employs 203 persons resulting in a level of service of 3.5 persons per thousand. The county government's largest employers are the Sheriff's Department and the Road Department, which together combine for a quarter of the total county employment.

The county judge is the chief executive officer of the county who also presides over the Quorum court as a nonvoting member. He administers the disbursement of county funds, maintains the system of roads, oversees the enforcement of ordinances, and accepts grants made to the county from all sources. The county judge also heads the following departments: emergency 911 system, senior citizens, veteran's office, and child support enforcement departments.

The county sheriff works with city police departments and is in charge of all law enforcement issues in the county. It is the sheriff's duty to support the county courts, assist the prosecuting attorney's office, and administer the county jail. The Mississippi County Jail, located outside Luxora, has recently completed modifications which increased the holding capacity to 101 prisoners.

The record-keeping responsibilities of the county are fulfilled by the county clerk and circuit clerk. Both clerks maintain court records, as well as documenting ordinances and resolutions. The county clerk also records all financial transactions of the county treasurer. The treasurer is designated as the office which receives and disburses all county and school district funds.

The real and personal property taxes levied within the county are the responsibility of the county assessor and collector. The assessor is the officer responsible for appraising all county property. Based on the assessor's appraisal, the county collector is responsible for collecting property taxes and turning them over to the county treasurer.

**City of Blytheville.** Blytheville is located in Mississippi County and is an incorporated city. The city council is headed by the mayor, who is elected every 4 years. The council includes six councilpersons who are elected for 2-year terms. The mayor oversees the administrative functions of the city departments, which are each administered by department heads. Blytheville's municipal government is divided into 15 major departments. Services provided include administration, public safety, parks and recreation, public works, finance, code enforcement, and collections. The city supports recreational activities at the municipal golf course and the Ritz Civic Center, and the activities of the Parks and Recreation Department. The city owns a shop maintenance facility and maintains a city bus. These activities, in addition to maintenance of streets, signals, and lights, are overseen by the Public Works Department. The Sanitation Department operates the city's refuse incinerator to reduce the amount of waste entering the county landfill. The city of Blytheville employs 202 persons. The largest departments are police (51), fire (36), sanitation (30), and streets (25). There are approximately 9 city employees per 1,000 citizens in the city of Blytheville.

**City of Gosnell.** The incorporated city of Gosnell is located in Mississippi County and has a city council. The mayor is elected for 4 years and the city council members are elected for 2 years. The mayoral position is not full-time, but the mayor is responsible for the daily governmental operations of the city. The major city departments are administration, police, fire, sanitation, streets, and sewer. The city also runs a community center. City employment is 15 persons, including 7 police, 4 sewer/street maintenance, 3 administration, and 1 transfer station/alert staff. The ratio of employees in the city is 4 per 1,000 persons.

#### Closure Conditions

Assuming out-migration of approximately 6,200 persons from Mississippi County due to closure, site-related county employment could decrease by 22 persons in 1993. Potential out-migration of 3,906 persons from Blytheville due to closure could result in a decrease in site-related employment of 35 persons. Assuming out-migration of 1,674 persons from Gosnell due to closure, site-related city employment could decrease by seven persons in 1993.

### **3.5.2 Public Education**

#### **Recent Trends**

It is estimated that 90 percent of the base personnel who are living off base reside in Mississippi County. Of this group, approximately 60 percent reside in Blytheville (served by the Blytheville School District) and 30 percent in Gosnell. The remainder is served by four other school districts within the county. There are no schools located on Eaker AFB and school-age dependents of military personnel living on base attend school in the Gosnell School District. Arkansas regulates the maximum number of students per teacher that are allowed at different grade levels to no more than 20 students in kindergarten classes, 23 in grades 1 through 3, 25 in grades 4 through 6, and 30 in grades 7 through 12.

**Blytheville School District.** There are eight schools in the district including five elementary schools, two junior highs, and one high school. The students/certified staff ratio in the district is 14 to 1, as shown in Table 3.5-1.

**Table 3.5-1 Public School District Enrollment and Students/Certified Staff**

School District	Enrolled	Certified Staff	Students/ Certified Staff
<b>1989-1990</b>			
Blytheville School District	4,400	305	1/14
Gosnell School District	2,240	165	1/14
<b>1990-1991</b>			
Blytheville School District	4,328	312	1/14
Gosnell School District	2,246	163	1/14
<b>1991-1992</b>			
Blytheville School District	4,233	310	1/14
Gosnell School District	2,287	161	1/14

Sources: Cox, 1992; Ladd, 1992.

The Blytheville School District had an enrollment of 4,233 students in the third quarter of the 1991-92 school year. Table 3.5-2 shows historic enrollments, which decreased by 101 students or 2.3 percent between 1986 and 1991. Approximately 120 students, or 2.8 percent of district enrollments, are dependents of military personnel.

**Table 3.5-2. Historic Enrollments in Public School Districts in Eaker AFB Area: 1986-1991**

School District	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92
Blytheville	4,334	4,365	4,498	4,400	4,328	4,233
Gosnell	2,143	2,181	2,231	2,240	2,246	2,287

Sources: Cox, 1992; Ladd, 1992.

**Gosnell School District.** In 1991-92, the Gosnell School District had an enrollment of 2,287 students in grades kindergarten through 12th.

Table 3.5-2 shows historic enrollment by year from 1986 through 1991. District enrollment has increased by an average of approximately 1 percent per year during that time. However, for 4 out of the last 6 years, growth has averaged 2 percent.

The ratio of students per certified staff for the district was 14 to 1 in the 1991-1992 school year (Table 3.5-1).

Enrollments in the Gosnell School District that are related to Eaker AFB are displayed in Table 3.5-3. In 1991, approximately 50 percent of Gosnell students were related to personnel working at Eaker AFB. These include 1,049 military dependents and 104 civilian dependents. Schools include two elementary, one junior high, and one senior high. The current facility capacity is 2,500 students. School district boundaries are shown in Figure 3.5-1.

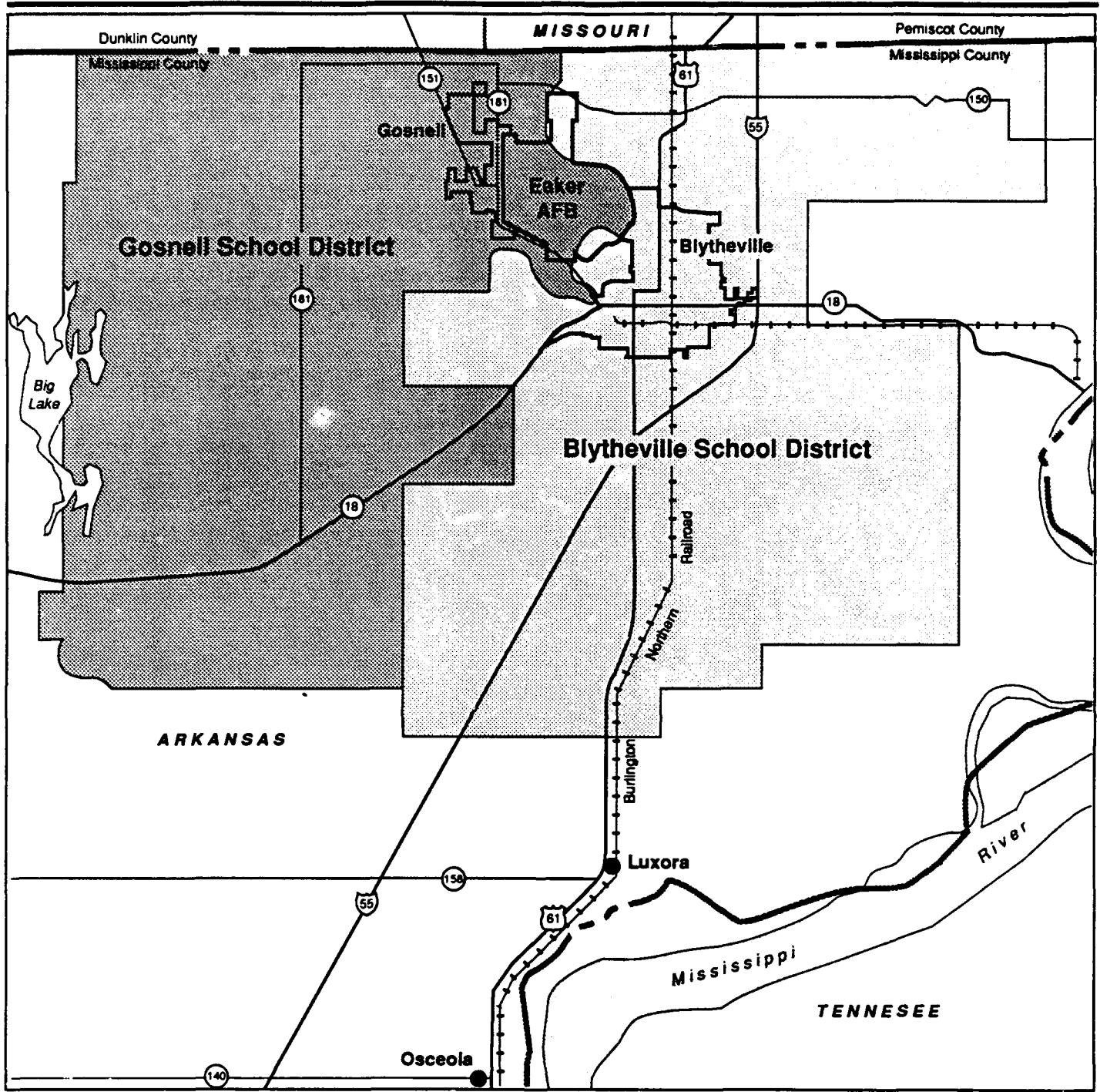
**Table 3.5-3. Enrollment Related to Eaker AFB: Gosnell School District**

Enrollment Breakdown	1988-89	1989-90	1990-91	1991-92
Total Enrollment	2,231	2,240	2,246	2,287
Military Dependents	1,078	1,089	1,075	1,049
Civilian Dependents	130	126	117	104
Total AFB-related Dependents	1,208	1,215	1,192	1,153
AFB-related Percentage of Total Enrollment	54.1	54.2	53.1	50.4

Source: Gosnell School District, Public Law 81-874 (Federal Aid Students) count by section.

#### Closure Conditions

With the closure of Eaker AFB, population will leave the region and enrollments will decrease. Projected site-related enrollments are expected to decrease by approximately 120 students in the Blytheville School District and 1,200 students in the Gosnell School District.



#### EXPLANATION

- |  |                             |  |                     |
|--|-----------------------------|--|---------------------|
|  | Blytheville School District |  | Interstate Highways |
|  | Gosnell School District     |  | U.S. Highways       |
|  |                             |  | State Highways      |

#### School District Boundaries



Figure 3.5-1

**At site-related schools, district certified staff employment is expected to decrease by approximately 9 in Blytheville and 80 in Gosnell. However, reductions in Gosnell's staff could be partially offset by non-site-related civilians moving into the district from other areas.**

**Without closure, Blytheville enrollments would be expected to grow at approximately 1 percent per year over the next 5 to 10 years (Ladd, 1992) and Gosnell enrollments would be expected to increase by approximately 5 percent per year (Cox, 1992).**

### **3.5.3 Police Protection**

#### **Recent Trends**

**Police protection in the Eaker AFB region is provided by forces from the base, the Arkansas State Police, the Mississippi County Sheriff's department, and the cities of Blytheville and Gosnell. Several departments have holding facilities for detainees, but the principal correctional facility is the Mississippi County Jail, operated by the Sheriff's department. This is the only facility in the county approved for holding felons and is located 20 miles south of Blytheville in Luxora.**

**Eaker AFB.** The Eaker AFB Security Police primarily operate from a facility of 2,650 square feet located on the south side of the base. This facility houses the desk sergeant, communication room, operations staff offices, and the confinement/holding area. The confinement area has two holding cells with a total of eight beds. A separate 2,400-square foot facility housed the military work dog section prior to drawdown.

When the base was operating at maximum strength there were 38 law enforcement personnel and 10 augmenters. The base service area is approximately 6.1 square miles. Law enforcement training for active duty military personnel is accomplished at Lackland AFB, Texas, through a 28-day program. Once certified, personnel have full authority as law enforcement specialists. Personnel receive additional training in local procedures when they report to their duty station. Military work dog handlers receive an additional 30 days in training as military work dog team members. At full strength, there were 10 dogs, specialized in either patrol, drug detection, or explosive detection.

At maximum strength, the Security Police had 25 marked and 5 unmarked vehicles and all vehicles, equipment, and facilities are estimated to be in very good condition.

Although the base is mostly within the city of Blytheville, the Eaker AFB Security Police accomplish day-to-day patrolling of the base. When apprehending military persons on base, offenders are taken to the staff law

enforcement desk for interrogation, where statements are taken, after which they are released to their supervisor or commanding officer unless they are to be confined until trial. Civilian offenders are released to the civilian authorities (Blytheville or Gosnell Police Department) as soon as possible after statements are taken.

The base Security Police have mutual aid agreements with the Blytheville Police Department which provides breathalyzer testing for military offenders. The Mississippi County Jail provides cell space for female offenders due to limited facilities on base. The county jail is also used when the base confinement facilities are filled to capacity. All local authorities would assist in on-base disasters or emergencies such as an aircraft crash.

During 1991, the Security Police received 1,326 calls for service (an average of 35 calls per law enforcement officer). Of these, 74 were traffic related and 1,065 were for assistance (home/car lock out, escorts, stray animals). The remaining 187 were for robbery, burglary, assault, rape, vandalism, and domestic disturbance.

**Mississippi County Sheriff's Department.** The Mississippi County Sheriff's Department operates out of a single station near Luxora. This central location allows a response time of no more than 15 minutes to most locations in the county. The department has jurisdiction over the unincorporated areas of the county and, through mutual aid agreements, assists several of the small incorporated communities. The force has 47 full-time personnel, of which 25 are sworn officers (15 patrolmen, 4 detectives, and 6 administrators). Based upon 25 sworn officers, the Mississippi County Sheriff's Department has a level of service of 0.4 officers per 1,000 persons. In addition, there are at least 30 volunteer police officers. The county jail is located adjacent to the station in a separate facility. It has an inmate capacity of approximately 100.

The department has 25 vehicles including 15 marked, 7 unmarked, and 3 maintenance vehicles. Two of the maintenance vehicles are vans used also for transporting detainees. Vehicles are replaced about once every 3 years and are maintained in good condition. The department has no special units, but has a representative on the Six-County Drug Task Force.

The service level is considered adequate (Arnold, 1992) and there are no plans for facility or staffing expansion at this time. Slight increases in population in the county could be absorbed by present staffing and facilities. Large increases such as 1,000 persons or more would require a reevaluation to determine additional needs (Arnold, 1992).

Officer training is accomplished at the Law Enforcement Academy in Camden, Arkansas, with ongoing programs at the local level to maintain the officers' training. Volunteers are trained locally, and receive training

**equivalent to sworn officers, and may carry firearms if certified through the state. There has been no shortage of new recruits for the Sheriff's department.**

**Blytheville Police Department.** The Blytheville Police Department operates out of a single station located in City Hall. Space is limited at this facility (Christie, 1992). The Blytheville Police Department has a Class 2 jail, which allows temporary holding for up to 30 days. There are 11 single-bed cells, 1 detoxification cell (which holds 7 to 8 persons), and 2 holding rooms. All persons being held on felony charges must go to the county jail. The Blytheville Police Department's service area coincides with the municipal boundaries and includes 22,906 persons.

The force is composed of 44 sworn officers (33 patrolmen, 8 detectives, 3 administrative) and 23 part-time volunteers (15 of which are active duty military persons). This represents 2 sworn officers per 1,000 persons. Training of officers is accomplished in an 8-week course at the Law Enforcement Training Academy in Camden, Arkansas, with ongoing programs and testing at Blytheville. Volunteers are trained locally at a vocational school. The Blytheville Police Department has 20 vehicles, mostly marked, 1 Special Weapons and Tactics (SWAT) van, and 1 Drug Awareness Resistance Education (DARE) van. Vehicles are in good condition and are replaced every 2 years for marked vehicles, and 4 years for unmarked vehicles (Christie, 1992).

The Blytheville Police Department has an unwritten mutual aid agreement to assist the city of Gosnell with field sobriety testing as needed. Also, the department has two representatives on a six-county Drug Task Force, based in Jonesboro.

**Gosnell Police Department.** The Gosnell Police Department serves the area defined by the Gosnell School District and operates out of one station adjacent to the city offices. This facility is used jointly with the Fire Department and is considered inadequate for its functions (Cook, 1992). This facility has two holding cells. The force has seven sworn officers and no volunteers. This represents about 2 sworn officers per 1,000 persons. There are six marked and one unmarked vehicle, and no other special equipment. About one vehicle is replaced each year. Most of the equipment is in good condition (Penne, 1992).

Response time to any point in the service area is less than 5 minutes. All police officers are also trained fire fighters and respond with the volunteer fire department in emergencies. If assistance is needed, the Gosnell Police Department will request help from the State Police, the Security Police, or the county sheriff. Also, the Gosnell Police Department will respond to calls outside the city limits for protection-of-life until the Sheriff arrives. The

Gosnell schools have a DARE program, and the Gosnell Police Department has a representative on the six-county Drug Task Force.

#### Closure Conditions

With an out-migration of 3,900 persons, the Blytheville Police Department would normally expect to lose seven or eight sworn officers. However, after base closure, the Blytheville Police Department anticipates that vandalism would become a law enforcement issue. The OL will have no law enforcement authority; therefore, the Blytheville Police Department would have to patrol the base area. The Blytheville Police Department would assume responsibility for most of the law enforcement and police protection of the base area since most of the base is located within the Blytheville city limits. The Gosnell Police Department would be responsible for patrolling the housing area in the northwest portion of the base which lies within Gosnell's city limits. With current staffing levels and equipment, the department would be unable to patrol the base. After base closure, the Blytheville Police Department would need to add 6 vehicles and up to 18 officers to cover additional patrol areas (Christie, 1992). Aggravating the situation is the Blytheville Police Department's need to replace 15 of its part-time volunteers who are active duty military personnel. The Blytheville Police Department has requested firearms and five vehicles from the Security Police to cope with the new demands. At this time, there are no plans for new facilities to expand the capabilities or capacity of the police department. Based on the out-migration of 1,674 persons in Gosnell, the Gosnell Police Department may need to cut back two or three sworn officers. An out-migration of 6,200 persons from Mississippi County could result in a cutback of approximately three sworn officers from the County's Sheriff's Office.

#### **3.5.4 Fire Protection**

##### Recent Trends

Fire protection in the Eaker AFB region is provided by the base, municipal fire departments, and small volunteer fire departments in rural communities. The county does not maintain a rural fire fighting service; fires in rural areas are responded to by the nearest department or other cooperating organizations. Staffing for these organizations ranges from full-time, highly-trained, fire fighters to part-time volunteer forces. Each fire department provides assistance to the extent possible and on an as-needed basis through informal mutual aid agreements.

**Eaker AFB.** The Eaker AFB Fire Department is located in a 15,000-square-foot, semipermanent building along the flightline. The primary service area is within the base boundary. The effective population on base has historically been approximately 5,250 persons in the daytime (active duty,

civilian, and dependents of active duty residing on base) and about 3,500 persons at night (active duty and dependents residing on base). The base has an informal mutual aid agreement with the Blytheville and Gosnell fire departments to provide general assistance, particularly in rural areas where there are no water mains. The base sends its tanker out about 7 to 10 times a year to fires in rural areas.

The Eaker AFB Fire Department has a larger force and inventory than the local fire departments. An inventory of the equipment and staffing of this organization for 1990 revealed a total of 63 fire fighters, of which 60 percent were active duty military and 40 percent were civilians. The department had 13 operating vehicles including 4 pumper (2 in poor condition), 2 trucks with dry chemicals, 2 structural fire vehicles, 1 tanker, and 4 miscellaneous smaller vehicles for transporting persons and equipment. A large F-6 tanker has been deactivated. The station building is old, but well maintained. The Eaker AFB Fire Department is first responder for emergencies (including non-fire) calls at night on base. An ambulance from the base hospital is also called simultaneously for these calls. Water pressure is good at all locations on base.

The base fire department has a Class 3 Insurance Service Organization rating, the highest rating in Arkansas. The Insurance Service Organization rates fire departments on a scale of 1 to 10 with a Class 1 rating being the highest a fire department can receive.

**City of Blytheville.** The Blytheville Fire Department operates out of two stations, the main station at Main and Franklin streets, and a secondary station at 1900 West Main Street. The primary service area is within the city boundaries, and response time in this area is about 3 minutes. Under Rural Fire Protection Agreements the department also serves over 750 property owners up to 7 miles beyond the city limits. To obtain this service, a property owner must pay a filing fee of \$50. The department has an informal mutual aid agreement with Eaker AFB to provide service for large-scale emergencies. Verbal agreements also exist between Blytheville, Gosnell, Osceola, Morel, and Burdette, to reciprocate assistance on an as-needed basis. In 1992, the department responded to a total of 478 calls, of which 308 were for fires, 66 for hazardous conditions and the remainder were nonemergencies.

The department has 37 fire fighters (1.6 fire fighters per 1,000 persons), including 3 emergency medical technicians (EMTs). There are no active-duty military on the Blytheville force. Training is done at the Fire Fighting Academy in Camden, Arkansas. New recruits undergo a 380-hour fire fighter training program and, upon successful completion become Certified Class 3 Fire Fighters. The department's 1992 operating budget, including salaries, is \$1,225,500.

An inventory of Blytheville Fire Department's equipment and vehicles reveals that the department has 6 pumper (5 with 500-gallon tanks and 1,000 gallons per minute [gpm] pumps, and 1 with a 750-gallon tank and 1,250 gpm pump), 1 aerial ladder truck (with a 65 foot ladder, 500 gallon tank, and 750 gpm pump), 1 hazardous material truck, 1 service van to haul equipment, and a number of small vehicles including vans and cars. The condition of facilities and equipment is fair. Equipment is replaced to meet service demands to the extent possible. A new tanker is needed at this time. Within the city service area, water pressure is adequate to meet fire flow demands. The Insurance Service Organization rating of the Blytheville department has risen from Class 6 in 1989 to Class 3 in 1990 (Perry, 1992). Under the Rural Fire Protection Agreements, rural property owners' Insurance Service Organization rating is upgraded from Class 10 to Class 3.

**City of Gosnell.** The Gosnell Volunteer Fire Department operates out of one station located at City Hall. The service area is defined by the Gosnell School District boundary. Response time within the area is 4 to 6 minutes and the population served within the city is about 4,200. The department has a written mutual aid agreement with Eaker AFB to provide general assistance (Penna, 1992). There are also verbal agreements for general assistance with Blytheville Fire Department and Dell Volunteer Fire Department. In 1991, the Gosnell Volunteer Fire Department responded to 43 calls, of which 12 were classified as "major" events.

The Fire Department is staffed by 26 fire fighters: 1 paramedic, 1 EMT, 7 full-time police officers, and 16 volunteers. All the city's sworn police officers are trained as fire fighters and serve a dual role for the city. Ambulance service for fire calls is provided by the city of Blytheville. Fire fighting training is done locally through the closed circuit TV network of the Law Enforcement and Fire Fighting Academy in Camden, Arkansas.

An inventory of equipment and vehicles for the Gosnell Volunteer Fire Department shows the department has 1 pumper (with a 750-gallon tank and 1,000 gpm pump, and 20 gallons of foam), 1 pumper with a 500-gallon tank (500 gpm pump and 20 gallons of foam), and 1 converted ambulance for hauling equipment. Both a larger facility and new tanker truck are needed (Penter, 1992).

The current Insurance Service Organization rating for the department is Class 6. This is an improvement from a previous Class 8 rating in 1989.

#### Closure Conditions

The base fire department has already reduced its staff to 40 fire fighters corresponding to the decrease in active duty military personnel, and some equipment has been removed. It is likely that after closure the base will no

longer have the capability to assist with major fires or rural calls. About 24 qualified civilian fire fighters will lose full-time jobs at closure.

After closure, the Blytheville Fire Department anticipates an expanded service area including the entire base. Current staffing and equipment levels are not considered adequate to meet the new demands. Other factors that would affect fire fighting effectiveness are anticipated increases in vandalism and arson while the base is in a caretaker status, and risks to personnel due to unfamiliarity with the buildings. The current force has no special training in aviation crash and fire protection; therefore, additional training for fire fighters may be necessary if future reuse involves aviation. According to the Blytheville Fire Department, an estimated 15 additional personnel, 2 pumper, and a new station (preferably on base) would be needed under post-closure conditions.

As a result of closure, the Gosnell Volunteer Fire Department will lose 3 military personnel volunteer fire fighters and anticipates losing an additional 3 volunteers. Replacement personnel will initially be untrained, and could affect the Insurance Service Organization rating and effectiveness of the force.

### **3.5.5 Health Services**

#### **Recent Trends**

The primary region of influence for Eaker AFB health care system is Mississippi County, Arkansas. Most active duty military and their dependents are geographically concentrated in the cities of Blytheville and Gosnell. Military retirees, military dependents, and dependents of deceased military who use the base health facilities are more geographically dispersed. Many of these persons, who qualify for the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS), a copayment health plan, also use non-military health services extending westward as far as Jonesboro, northward into southern Missouri, and south to Memphis. Few persons in this category who use Eaker AFB health facilities live in Tennessee, as they are closer to alternate military health services. Military hospitals often have sharing agreements with other hospitals in a region for services that are not available at the military facility, whereby the costs of services are reimbursed by the DOD to the civilian facility or vice versa. Apart from these services, active duty military do not generally use local and regional health care services.

**Department of Defense Health Care Policies.** In addition to military health services offered through military hospitals, military personnel and dependents have access to CHAMPUS. CHAMPUS provides payment for specific medical services to eligible dependents of active, retired, or deceased military personnel. As with many insurance plans, CHAMPUS

pays approximately three quarters of the cost of medical services. CHAMPUS is honored by hospitals, clinics, and doctors nationwide, including all the health care facilities mentioned in this report. However, because of the limitations and constraints to the coverage offered by CHAMPUS, retired military personnel are encouraged to supplement this health care plan with secondary coverage.

Medical health care on military bases exists to meet the needs of the active duty military force. Provision of care to dependents, retirees, and dependents of retirees is also often provided but on a space-available basis. The prime alternative for these other persons is CHAMPUS. When CHAMPUS-eligible persons pass the age of 65 years, they lose CHAMPUS and become eligible for Medicare. Active duty personnel are eligible for CHAMPUS Veterans Administration hospital services.

**Military Health Care Services.** Since the announcement of the closure of Eaker AFB, health care services have been downscaled. On January 1, 1992, the hospital was designated a clinic and no longer has inpatient, surgery, or emergency services. These are now provided by Baptist Memorial Hospital in Blytheville. On July 1, 1992, the clinic became a dispensary for active duty military personnel.

In FY 1991, prior to these reductions in services, the Eaker AFB Hospital provided both inpatient and outpatient health care services to active duty military personnel and their dependents, retired military personnel and their dependents, and to the dependents of deceased military personnel. When the base was operating at full strength, the hospital served an average of 7,555 outpatients per month in fiscal year (FY) 1991, with a dental work load of 1,269 visits per month. Of these, an average of 1,370 were visits by retirees and their dependents and dependents of deceased military. The hospital also conducted about 25,800 laboratory procedures, and filled about 18,380 prescriptions per month. Outpatient hours were 7:30 a.m. to 4:30 p.m. The hospital averaged 8.6 on-base ambulance calls per month and about 18 off base (e.g., Memphis). It also provided an average of 8 Aerovac missions per month (primarily to other military health facilities). The hospital provided a range of primary and special care services. Health care that was typically referred to other facilities included ears, nose, throat, internal medicine, podiatry, psychiatry, orthopedics, and dermatology. From about FY 1988 to January 1, 1992, the hospital had 15 acute beds and no long-term beds. Previously there had been 35 acute beds, but shifts from inpatient to outpatient care are evidenced by the downgrading to 15 beds. During FY 1991, there were an average of 85 inpatient admissions per month (Doring, 1992) (of which 52 percent were for obstetrics/gynecology), and 228 occupied bed days per month (32 percent for obstetrics/gynecology). There was a slight decline in inpatient utilization toward the end of the fiscal year as people began using alternate facilities for health care. Inpatient admissions for retirees, their

dependents, and dependents of deceased military averaged 19 per month for FY 1991, and 65 bed days per month in FY 1991 (Doring, 1992). An average of 20 births and 73 operations occurred monthly. The hospital was staffed by 12 (assigned) physicians, 6 dentists, 24 registered nurses, 5 medical service corps personnel, and 9 biomedical service corps personnel. In addition, there were 55 officers, 126 enlisted, and 31 civilians during FY 1991 performing administrative and technical functions. Through the CHAMPUS Partnership Program, civilian providers worked in the outpatient clinics as well, providing care for eligible recipients.

Hospital facilities included a hospital (54,089 square feet) built in 1958 and renovated in 1971/72; a flight medicine facility (5,295 square feet) opened in 1988; a supply facility (5,564 square feet) opened in 1988; and a dental clinic (4,800 square feet) opened in 1956 with an addition in 1988. A recent facility evaluation indicates that the hospital's systems are old and costly to maintain. In order to meet life safety codes for inpatient care, extensive asbestos removal and a sprinkler system would be required throughout the hospital facilities.

**Regional Health Care Services.** The region considered includes Dunklin and Pemiscot counties in Missouri; Clay, Greene, Craighead, Cross, Crittenden, and Mississippi counties in Arkansas; and the city of Memphis, Tennessee. Catchment or service areas for hospitals vary depending on the services available and the distance to alternate facilities. While most residents in the Blytheville area are likely to use a local hospital for most of their health care needs, specialty services may only be available at larger facilities in Memphis. The ROI has a total of 23 hospitals, 16 of which offer general medical and surgical services; 13 of these hospitals and 8 general medical and surgical facilities are located in Memphis. There are a total of 6,216 beds available at these 16 hospitals, and 534 nursing home-type units. Occupancy rates vary from as low as 34.8 percent (Baptist Memorial Hospital at Osceola) to 90.6 percent at the Regional Medical Center at Memphis (American Hospital Association Guide, 1991). Occupancy rates in the eight-county area tend to be around 50 to 70 percent. The population for the eight-county area is 300,589 persons, and 610,337 for the city of Memphis (U.S. Census Bureau, 1990).

Health services in Mississippi County are the most heavily used by persons connected to Eaker AFB and military retirees and dependents, and are likely to be the most affected by closure and reuse actions. The county is considered medically underserved in accordance with the Department of Health and Human Services. This determination relates not only to physician/population ratios but also to poverty, infant mortality, and elderly population levels. Most of the state of Arkansas falls within this category. Mississippi County is up for review as a manpower shortage area for primary care professionals. This classification is derived from the physician/population ratio, definition of the service area, and barriers which prevent

persons from using primary care providers (e.g., distance, lack of insurance or financial resources) (Rogers, 1992).

The Baptist Memorial Hospital of Blytheville (the closest to Eaker AFB) has 108 hospital beds and 70 nursing home-type units, with a combined occupancy rate of 70 percent. The occupancy rate for the hospital beds is around 50 percent. The hospital has 26 full-time staff physicians, 2 dentists and 8 courtesy staff physicians. The 24-hour emergency room has 18 credentialed residents, 76 registered nurses, 38 licensed practicing nurses, and 4 EMTs. There are also 8 paramedics and 2 ambulances. The hospital has an average of 58 inpatient admissions monthly and 1,850 outpatients. The quality of services is considered excellent and capable of meeting current demands. There are no plans for major expansions, although some new physician offices will be built adjacent to the hospital. The hospital received 290 CHAMPUS visits from October 1991 to March 1992. These would include admissions for active duty military for obstetrics care after October 1991, and all inpatient, emergency, and surgical services for the base after January 1, 1992. Some of these visits would also be for retirees and their dependents. Total CHAMPUS monies received for this period were \$125,000, which is about 1 percent of the hospital's annual revenues. Up until closure, the hospital has been under contract with the base to provide radiology computerized tomography (CT) scans/nuclear medicine and ultrasound at a cost of \$9,000 to \$11,000 per month.

The Baptist Memorial Hospital at Osceola has 82 beds and an occupancy rate of about 25 percent (Conley, 1992). There are 6 full-time staff physicians, 12 courtesy physicians, 1 dentist, 23 registered nurses, 29 licensed practicing nurses, 15 nursing assistants, 8 EMTs, 6 paramedics, and 2 ambulances. In August 1992, the hospital will no longer have obstetrics services, and local people will have to go to Blytheville for these services. The hospital had 1,609 inpatient and 8,716 outpatient visits in 1991 (about 134 and 726 per month, respectively). The primary service area extends about 25 miles to the south, but only a few miles north, since Blytheville takes over as the primary facility. Less than 5 visits under CHAMPUS were recorded in the last year (Conley, 1992).

#### Closure Conditions

After closure it is anticipated that active duty personnel and their dependents will be relocated and will not be seeking medical care in the region. However, retirees and their dependents who have been utilizing base medical services will need to seek alternatives. The estimated retiree population in the Eaker AFB catchment area is 15,064. However, through patient registration and records, the number officially enrolled with the base hospital is about 5,064 (U.S. Air Force, 1991). The primary options available are to use alternate military health facilities or to use local services and providers under CHAMPUS or Medicare. There are three military

facilities in the region which could be utilized: Medical Center, Scott AFB, St. Louis, Missouri; Air Force Hospital, Little Rock, Arkansas; and Naval Hospital, Millington, Tennessee.

The Medical Center at Scott AFB is the largest military facility in the region with over 1,000 beds and extensive services and is about 4 hours driving time from the Blytheville area. The Health Care Finders Service at Eaker AFB indicates that most outpatient services at this facility, apart from surgery, have long waiting lists for retirees and their dependents.

The Air Force Hospital in Little Rock is slightly larger than the Eaker AFB Hospital, and sets aside appointment times for retirees and dependents. Prescriptions must be provided in person initially, but refills can be mailed, which is convenient for retirees and dependents. This hospital is about 3 hours driving time from the Blytheville area.

The Naval Hospital at Millington, Tennessee, is the closest facility which retirees and dependents could use (1.5 hour driving time). The facilities are about the same size as those at Eaker AFB. Patients can be seen through the emergency room and then referred to a specialty service. Otherwise, there is a 2-year waiting period to be assigned to a family practice provider, who would be the referring entity. Prescription services are similar to the Air Force Hospital at Little Rock.

At base closure there will be no medical services available at the base. Since most active duty military and their dependents will leave the area; only the retirees and dependents and dependents of deceased military remaining in the area would need to be absorbed into local and regional health service resources. A good proportion of this group already uses local services. Given the low occupancy rates at local hospitals, it is not anticipated that the number of new patients will adversely affect health services in the area. Some of these persons will probably choose to use alternate military facilities in order to continue to receive free health care. These persons will potentially be affected by increased driving time to alternate facilities, or higher costs when they use local services under CHAMPUS. Considering the extent of use of Eaker AFB Hospital in FY 1991, there will be a new demand of about 230 inpatient admissions annually, and 16,440 military retirees, their dependents, and dependents of deceased military outpatient visits. The increased number of outpatient visits could reduce the availability of physician services in the area. A total of 780 bed days could be generated, which is less than 2 beds per year. Given the low-occupancy rates for most hospitals in the area, the impact on inpatient care for hospitals would be negligible.

Baptist Memorial Hospital of Blytheville does not anticipate any major impacts from the closure, with the exception of three physicians who have provided services at the base and will lose a critical number of patients. The

hospital will lose about 8 registered nurses, 5 licensed practicing nurses, 4 ancillary technicians, and 6 office staff as a result of closure, who are spouses of active duty military. It may be difficult to replace this many trained personnel within a short period of time.

Closure of Eaker AFB is not anticipated to result in any major changes at the Baptist Memorial Hospital at Osceola. Historically, few retirees and dependents have used the hospital even with the cutback in base services. The hospital will lose about six technicians who are spouses of active duty military, and it may be difficult to replace these employees (Conley, 1992).

### **3.6 PUBLIC FINANCE**

This section evaluates local public resources in the areas where effects are expected to be greatest from the closure and reuse of Eaker AFB. These areas include Mississippi County and the cities of Blytheville and Gosnell.

The analysis of public finance issues is based upon the most recent financial reports of the five jurisdictions which provide details on local revenues and expenditures and the basis of estimated per-capita changes in net fund balances. Information on public employment by the localities is also presented.

#### **3.6.1 Mississippi County**

Table 3.6-1 gives the breakdown of categories of the Mississippi County budget from 1988 through 1991. In 1991, taxes and charges for services each accounted for 26.1 percent of total revenues. Total revenues have increased steadily from 1988, increasing at an average annual rate of 7.5 percent.

The largest category of expenses in the county is for general government activities, accounting for 23.2 percent of total expenses in 1991. Public assistance expenditures were the next largest expenditure category, responsible for 20.4 percent of total expenditures. Expenditures have been increasing at a faster rate than revenues, 10.4 percent between 1988 and 1991.

#### **3.6.2 City of Blytheville**

Table 3.6-2 shows the revenues, expenditures, and fund balances for the general fund for the city of Blytheville from FY 1988 to FY 1991 (the street fund and sewer fund are reported separately). The city government employs over 200 people, performing activities related to city administration, collections, animal control, police, fire fighting, and other activities. Blytheville has two fire stations and the fire department employs 37 full-time fire fighters. The police department is located at City Hall, along with the

**Table 3.6-1. Mississippi County Revenues, Expenditures, and Fund Balances, General Fund, FY 1988-1991 (thousands of current dollars)**

Budget Category	FY 1988	FY 1989	FY 1990	FY 1991
<b>Revenues</b>				
Taxes	1,124	1,177	1,273	1,330
Licenses, Fees and Permits	455	638	642	922
Charges for Services	1,052	1,097	1,237	1,330
Fines and Forfeitures	236	153	162	235
Bond Proceeds and Interest	95	179	94	54
Other Sources	1,135	814	968	1,222
<b>Subtotal</b>	<b>4,097</b>	<b>4,058</b>	<b>4,376</b>	<b>5,093</b>
<b>Expenditures</b>				
General Government	1,135	885	1,082	1,175
Public Protection	123	156	166	186
County Courts	328	712	710	751
Public Ways and Facilities	198	232	321	362
Health and Sanitation	661	718	696	750
Public Assistance	762	842	949	1,032
Other County Offices	549	494	592	801
<b>Subtotal</b>	<b>3,756</b>	<b>4,039</b>	<b>4,516</b>	<b>5,057</b>
<b>Fund Balance (Without Carryover)</b>	<b>341</b>	<b>19</b>	<b>(140)</b>	<b>36</b>

Sources: Mississippi County, 1988; 1989; 1990; 1991.

jail and courtroom facilities. Total police employment included 51 personnel in 1992 in addition to more than 20 auxiliary officers.

The major components of the General Fund are reported in Table 3.6-2. Taxes accounted for over 64 percent of the total revenues obtained by the city in 1991. The next largest category of receipts was from licenses, permits, and fees, accounting for nearly 16 percent of the total in 1991. Total revenues increased from FY 1989 to FY 1991 at a 6.6 percent average annual rate.

The largest expense in the General Fund was for labor compensation. In 1991, this budget category accounted for 58.5 percent of total expenditures. Expenditures have seen growth since FY 1989, increasing at an average annual rate of 12.8 percent. With expenditures increasing faster

**Table 3.6-2. City of Blytheville Revenues, Expenditures, and Fund Balances, All Funds, FY 1988-1991 (thousands of current dollars)**

Budget Category	FY 1988	FY 1989	FY 1990	FY 1991
<b>Revenues</b>				
Taxes	3,539.9	3,705.4	3,926.7	4,017.2
Licenses, Permits and Fees	871.5	968.7	945.7	979.8
Court Fines and Costs	257.6	206.3	210.8	239.1
Revenues for Services	105.3	107.0	124.4	130.2
Intergovernmental	256.3	7.7	42.8	556.0
Bond Proceeds and Interest	1,072.5	255.6	699.0	188.9
Other Sources	285.1	234.0	227.9	126.9
<b>Subtotal</b>	<b>6,388.2</b>	<b>5,484.7</b>	<b>6,177.3</b>	<b>6,238.1</b>
<b>Expenditures</b>				
Labor Compensation	3,415.0	3,641.5	3,851.4	4,110.7
General Government	2,269.8	1,386.5	2,037.5	2,402.6
Utilities Expense	253.9	267.8	296.4	316.1
Bonds and Interest Expense	231.2	223.5	174.3	196.2
<b>Subtotal</b>	<b>6,169.9</b>	<b>5,519.3</b>	<b>6,359.6</b>	<b>7,025.6</b>
<b>Balance at Year Start</b>	<b>2,983.6</b>	<b>3,165.4</b>	<b>3,134.1</b>	<b>2,890.3</b>
<b>Balance at Year End</b>	<b>3,201.9</b>	<b>3,130.8</b>	<b>2,951.8</b>	<b>2,102.8</b>

Sources: City of Blytheville, 1988; 1989; 1990; 1991.

than revenues, the fund balance (before accounting for balances carried forward from earlier years) has been negative from FY 1989 to FY 1991. However, since the General Fund balance at the beginning of the year has been greater than \$2.8 million between FY 1988 and FY 1991, the fund balance at year end has been positive.

### 3.6.3 City of Gosnell

Table 3.6-3 shows the financial statement summaries for Gosnell's General Fund. This includes all municipal activities except the water system, which is administered by the Gosnell Water Association, and operation of the sewer system and the street fund, which are financed by sewer fees and state highway income, respectively.

The major city departments include administration, police, fire, and streets and sewer. City Hall houses both the Fire and Police departments. The

**Table 3.6-3. City of Gosnell Revenues, Expenditures, and Fund Balances, General Fund, FY 1987-1990 (thousands of current dollars)**

Budget Category	FY 1987	FY 1988	FY 1989	FY 1990
<b>Revenues</b>				
State General	6.2	5.1	5.3	5.3
Taxes	31.2	2.7*	24.6	39.5
Licenses, Permits and Fees	1.0	0.8	1.0	1.3
Fines and Forfeitures	0.5	0.4	0.4	2.0
Interest	0.5	0.5	0.8	1.3
Other Sources	1.2	0.3	0.3	0.2
<b>Subtotal</b>	<b>40.6</b>	<b>9.8</b>	<b>32.4</b>	<b>49.6</b>
<b>Expenditures</b>				
Administration	10.1	15.3	22.4	10.9
Sanitation	1.2	1.4	4.3	2.7
Police	10.1	10.5	10.1	10.1
Fire	2.4	1.1	2.6	1.5
<b>Subtotal</b>	<b>23.8</b>	<b>28.3</b>	<b>39.4</b>	<b>25.2</b>
<b>Balance Forward</b>	<b>122.6</b>	<b>131.3</b>	<b>216.8</b>	<b>310.9</b>
<b>Less Tax Withheld</b>	<b>0.3</b>	<b>2.0</b>	<b>0.5</b>	<b>0.1</b>
<b>Ending Balance</b>	<b>139.1</b>	<b>110.8</b>	<b>209.3</b>	<b>335.2</b>

\*Sales and use taxes were not reported in FY 1988.

Sources: City of Gosnell, 1987; 1988; 1989; 1990.

Volunteer Fire Department is operated by 26 volunteer fire fighters. Gosnell has agreements with both Eaker AFB and the Blytheville fire departments to provide fire-fighting assistance in the event a fire occurs that requires additional resources. The Police Department employs 7 people. In 1992, there were a total of 15 people employed by the city. An appointed municipal committee oversees the operation of the city's community center.

As shown in Table 3.6-3, taxes accounted for the largest share of total revenues in 1990, representing 79.6 percent of the total. The next largest category was from state general revenues, accounting for more than 10 percent of total revenues for the city. The average annual increase in revenues between 1987 and 1990 was 6.9 percent.

Expenses in 1990 were distributed mainly among expenditures for administration (43.3 percent), police (40.1 percent), and sanitation

(10.7 percent). Expenditures peaked in FY 1989, with the average annual growth between FY 1987 and FY 1990 reported at 1.9 percent per year.

### 3.6.4 Blytheville School District

The Blytheville School District had revenues of \$12.1 million and expenditures of \$11.4 million in 1990, for a fund balance of approximately \$700,000 (see Table 3.6-4). The taxation rate (millage) on local real and personal property for schools was raised in 1985 to 25.4 mills, which is the current level, to raise revenues for needed buildings including elementary classrooms, a library, a refurbished stadium, a main building at West Junior High, and a band room at East Junior High. Current facilities are adequate; however, a new administrative facility is needed to replace the current facility which is located in an old elementary school. The district received approximately \$1,500 in Federal Impact Aid in 1988, \$33,000 in 1989, and \$9,000 in 1990.

**Table 3.6-4. Blytheville School District General Fund Revenues and Expenditures, FY 1988-1990  
(thousands of current dollars)**

	FY 1988 (Actual)	FY 1989 (Actual)	FY 1990 (Actual)	FY 1991 (Projected)
<b>Revenues</b>				
State Sources	7,558	8,321	8,699	9,853
Local Sources	2,774	2,791	2,737	2,744
Federal Sources				
Public Law 81-874	1 <sup>(a)</sup>	33 <sup>(b)</sup>	9 <sup>(c)</sup>	1
Other sources	1,024	437	669	888
<b>Subtotal</b>	<b>11,357</b>	<b>11,582</b>	<b>12,114</b>	<b>13,486</b>
<b>Expenditures</b>				
Salaries/Benefits/Supplies	6,663	7,194	7,360	8,485
Operating Expenses	3,935	3,422	3,604	3,945
Other	1,384	434	434	432
<b>Subtotal</b>	<b>10,982</b>	<b>11,050</b>	<b>11,398</b>	<b>12,862</b>
<b>Fund Balance</b>	<b>375</b>	<b>532</b>	<b>716</b>	<b>624</b>

Notes: (a) \$1,458.00  
(b) \$33,298.88  
(c) \$8,809.00

Source: Ladd, 1992.

### 3.6.5 Gosnell School District

The Gosnell School District had revenues of \$9.4 million in 1990 and expenditures of \$6.9 million in 1990, for a fund balance of \$2.5 million (Table 3.6-5). The district has a relatively high per student revenue and the highest salary for beginning certified teachers in the state. In Arkansas, state education funds are not adjusted for Federal Impact Aid. Gosnell has a large number of students in relation to taxable property and is thus classified as a "poor" district by the state. The district received approximately \$1.2 million in Federal Impact Aid in FY 1990 and estimates \$1.1 million will be received for FY 1991.

**Table 3.6-5. Gosnell School District General Fund Revenues and Expenditures, FY 1988-1991**  
(thousands of current dollars)

	FY 1988 (Actual)	FY 1989 (Actual)	FY 1990 (Actual)	FY 1991 (Projected)
<b>Revenues</b>				
State Sources	4,340	4,620	4,994	5,750
Local Sources	650	629	642	634
<b>Federal Sources</b>				
Public Law 81-874	1,119	1,254	1,194	1,105
Other	2,537	2,210	2,570	2,467
<b>Subtotal</b>	<b>8,646</b>	<b>8,713</b>	<b>9,400</b>	<b>9,956</b>
<b>Expenditures</b>				
Salaries/Benefits/Supplies	3,758	3,989	4,199	4,757
Operating Expenses	2,808	2,444	2,702	3,046
Other	33	32	32	37
<b>Subtotal</b>	<b>6,599</b>	<b>6,465</b>	<b>6,933</b>	<b>7,840</b>
<b>Fund Balance</b>	<b>2,047</b>	<b>2,248</b>	<b>2,467</b>	<b>2,116</b>

Sources: Cox, 1992.

The millage on local real and personal property for schools is 20 mills calculated on the assessed value, compared to an average of 28 mills for all school districts in Arkansas. The debt ratio is very low, only 18 percent of the value of real and personal property in the district. Outstanding bonds equaled \$307,000 in May 1991.

### Closure Conditions

Mississippi County is projected to have the largest impact of the three jurisdictions. Population in 1993 is estimated to decline by 6,200. County net fiscal receipts are estimated to decline by \$48 thousand.

Blytheville is projected to experience a population decline of 3,906 due to closure. Net fiscal receipts of Blytheville are estimated to decline by \$45 thousand in 1993 due to this decline in population.

The net fiscal impact to Gosnell is smaller than the impact to Blytheville. It is estimated that the population of Gosnell will decline by 1,674 in 1993. Per-capita net revenues are smaller in Gosnell than in Blytheville, resulting in a decline in net fiscal receipts due to closure of about \$7,000.

The net fiscal effect of closure of Eaker AFB on potentially affected school districts is a potential loss of approximately \$280,000 for the Blytheville School District and approximately \$4 million for the Gosnell School District. This assumes loss of Federal Impact Aid and loss of state revenue sources in proportion to the number of site-related students to total enrollment. State revenue per student is approximately \$2,100. Changes in the property tax base from reassessment could produce additional fiscal changes, if local school revenue sources change.

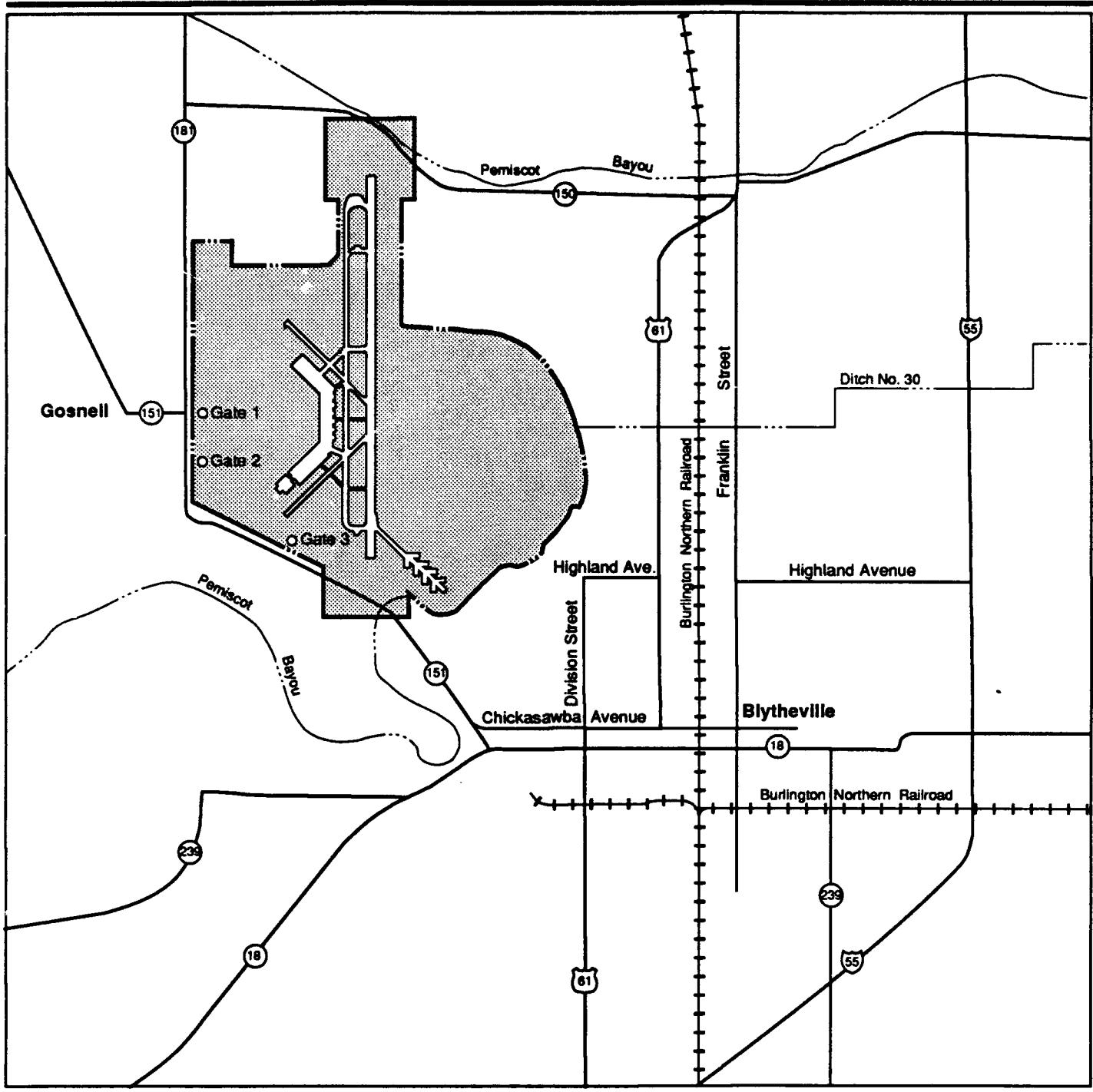
## 3.7 TRANSPORTATION

### 3.7.1 Roadways

Recent Trends. The region surrounding Eaker AFB is served by a network of freeways (interstate) and multi- and two-lane highways. Interstate 55 provides regional access to Memphis, Tennessee, 60 miles to the south and to St. Louis, Missouri, 230 miles to the north. Interstate 55 is located on the eastern edge of Blytheville with three interchanges at SH 150, SH 18, and U.S. Highway (U.S.) 61. The average annual daily traffic (AADT) on Interstate 55 ranges from 10,740 vehicles north of U.S. 61 to 11,200 vehicles north of SH 18.

Figure 3.7-1 identifies the general local road network now in place and projected to be in place in the immediate vicinity of Eaker AFB at the time of base closure. Access to Eaker AFB is gained through the Main Gate (Gate 1) and at two other gates to the south. All gates open onto SH 151, which connects Blytheville and Gosnell.

SH 151 is a four-lane, undivided roadway with speed limits varying from 50 miles per hour (mph) between Blytheville and Gosnell to 35 mph within the city limits of Gosnell. Immediately north of Gate 1, SH 151 joins SH 181, and heads northwest toward Missouri with an Average Annual



#### EXPLANATION

- Highways
- +— Railroads
- - - Base Boundary
- - - Drainage
- 55 Interstate Highways
- 61 U.S. Highways
- 18 State Highways

#### Local Transportation System

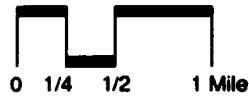


Figure 3.7-1

Daily Traffic (AADT) of 3,300 vehicles. Going directly north, SH 181 continues as a two-lane roadway with an AADT of 3,500 vehicles. From Gate 1, SH 151 heads south and intersects with SH 18 (Main Street). The AADT on SH 151 ranges from 14,000 vehicles in Gosnell to 11,800 vehicles near SH 18.

SH 18 is the principal east-west corridor in Blytheville that connects Interstate 55 with SH 151. From Interstate 55 west through the city, SH 18 consists of two or four lanes with a speed limit ranging from 25 to 50 mph. East of Interstate 55, SH 18 is four lanes and services newly developed industrial facilities.

Under the various base reuse alternatives analyzed in Chapter 4 of this study, three other roadways will become important to provide access to the base area:

- U.S. 61 (also known as Division Street), a north-south road, extends from an interchange with Interstate 55 south of Blytheville north through the city and along the eastern border of the base into Missouri. The AADT ranges from 3,570 vehicles north of Highland Avenue to 8,490 vehicles near Chickasawba Street.
- Highland Avenue, a two-lane east-west gravel road in Blytheville, connects Franklin Avenue to the Interstate 55 service road. Another saved segment extends westward to Division Street. A 1-mile gap between the segments includes a grade crossing of the Burlington Northern railroad.
- SH 150, a two-lane east-west connector north of the base, provides access to Interstate 55.

Access to the base is available at three locations. Gate 1 (Main Gate) provides access for 65 to 75 percent of the base traffic, and is located at the signalized intersection of SH 151 and Memorial Drive. Gate 2, approximately 1/2 mile south of Gate 1, is open to inbound traffic only during morning rush and lunch hours. Gate 3, located 1-1/2 miles south of Gate 2, is open for both inbound and outbound traffic from 6 a.m. to 6 p.m.

Memorial Drive is the major arterial roadway on Eaker AFB. It is a two-lane divided roadway, approximately 40 feet wide, with on-street parking. The speed limit is 25 mph and there are no traffic control devices until the stop sign at Third Street. Second and Third streets and Perimeter Road are major collectors. Fourth, Fifth, and Eighth streets, Cottonwood Drive, and Louisiana Avenue are minor collectors. Each of these collectors is a two-lane, two-way roadway. There are no signalized intersections within the base.

For the purpose of this analysis only eight roadway segments were identified as key local roads. These roadway segments would be significantly affected by the various reuse plans. Descriptions of preclosure conditions of these roadways and their operating conditions are found in Section 3.2.3 of the *Eaker AFB Disposal and Reuse Environmental Impact Statement*.

#### Closure Conditions

Upon closure of Eaker AFB in 1993, a reduction of traffic will be experienced in the vicinity of the base. Traffic generated by the base will be limited to the OL personnel with the Main Gate being the only access point. With the population of Mississippi County projected to decline at an average annual rate of 1 percent for the period 1993-2013, it is likely that traffic on the key roads will decrease at the same rate minus the traffic generated by the base. Traffic on on-base roads will be reduced to the movement of the OL personnel which, when compared to preclosure conditions, will be minimal.

#### **3.7.2 Air Transportation**

##### Recent Trends

Air transportation includes passenger travel by commercial airline and charter flights; business and recreational travel by private (general) aviation; and priority package and freight delivery by commercial and air carriers.

Memphis International Airport is the one commercial airport currently serving northeast Arkansas. Memphis is approximately 60 miles from Eaker AFB and serves as a hub for both Northwest Airlines, the fourth largest air carrier in the United States, and Federal Express, a dominant cargo carrier worldwide. Memphis International Airport recorded 3,933,574 passenger enplanements in calendar year 1991. During the same period, 329,999,061 tons of cargo were enplaned at Memphis.

To the west, the competitive market area of Eaker AFB is constrained in part by the presence of Jonesboro Municipal Airport, which is an excellent general aviation facility. The competitive market area is further constrained by the presence of Manila Municipal Airport, which lies only 20 minutes from Eaker AFB. Manila Municipal Airport has adequate facilities to meet demand in the region and currently bases approximately 15 aircraft. With an established facility so near, it is not likely that Eaker AFB could draw based aircraft demand from the west.

The Blytheville Municipal Airport is located 4 miles east of the city of Blytheville. The facility has one hard-surface runway 3,300 feet in length. Runway and taxi areas are lighted, and aircraft servicing for small to medium

aircraft is available. The Blytheville-Gosnell area does not have commercial air service; therefore, no passenger terminal exists. The airport currently handles approximately 28,000 operations (an operation is one takeoff and one landing) yearly. Because of the proximity to the Memphis International Airport (approximately 60 miles south), it is not likely that a major commercial carrier will begin service at Blytheville.

Steele Municipal Airport, which bases only four or five aircraft lies to the north of Eaker AFB. Steele currently has several open hangars. Further to the north is Kennett Memorial Airport, which offers significantly better general aviation facilities than Steele, including hangars, excellent airfield facilities, and a full-service fixed base operator (FBO). Kennett also adequately serves the local business and medical communities. According to Kennett management, the airport's facilities are usually at capacity with respect to based aircraft, but presently are slightly below capacity.

The eastern portion of the competitive market area is constrained by the Mississippi River, and relatively few bridges connect Tennessee and Arkansas in the immediate vicinity of Blytheville. Western Tennessee is well served by general aviation facilities.

To the south of Blytheville, along Interstate 55, is Osceola Municipal Airport. Osceola currently has fewer than 10 based aircraft, and the facilities consist of conventional hangars.

General aviation demand is measured primarily in terms of based aircraft and aircraft operations. Additional general aviation demand elements include passenger enplanements and fleet mix. Because operations, enplanements, and fleet mix projections all depend upon projections of based aircraft, careful consideration was given to based aircraft projections.

The estimated number of registered aircraft in the area has been relatively stable since 1986, showing an average annual growth rate of 1.6 percent. Active general aviation aircraft in the FAA's southwest region, however, showed a lack of growth, decreasing an average of 1.3 percent annually since 1986. During this period, the estimated population of the competitive market area decreased each year, from a high of 40,000 in 1986 to a low of 38,983 in 1990. The stable aircraft base, coupled with the decreasing population base, allowed for steady increases in the registered aircraft per capita ratio. This ratio increased to a high of 0.0018 aircraft per capita in 1989 before settling at 0.0017 in 1990.

#### Closure Conditions

According to the FAA, general aviation growth is expected to be moderate throughout the closure period. A more detailed presentation of these conditions is available in the *Eaker AFB Disposal and Reuse EIS*.

### **3.7.3 Other Transportation Modes**

#### **Recent Trends**

Rail service is not currently available at Eaker AFB, but an operational rail network exists in the region. The Burlington Northern Railroad provides freight service to Mississippi County but no passenger service. The Burlington Northern also operates a trailer-on-flatcar ramp in Osceola, 14 miles south of Blytheville. The mainline traverses Mississippi County generally following U.S. 61 through the city of Blytheville. A branch line extends eastward through Armorel to the Mississippi River. The Burlington Northern recently abandoned a 2.5-mile section of track that extended westward from the mainline. The St. Louis Southwestern line between Blytheville and Paragould was abandoned and removed in 1979.

Eaker AFB is located 13 miles from the Mississippi River. Major river ports include St. Louis to the north and Memphis to the south. Within Mississippi County there are nine docks including the dock operated by the Osceola Riverport Authority. These facilities receive grain products, fertilizer, petroleum products, crushed stone, and other miscellaneous bulk materials. The steel mills along the Mississippi River near Blytheville have separate port facilities for unloading raw materials, including scrap metal. In 1991, the base used approximately 20,400 gallons of JP-4 fuel that was delivered by barge to a pipeline terminal serving the base.

#### **Closure Conditions**

Upon closure of Eaker AFB there would be no notable change in activity to the Burlington Northern Railroad. Closure of Eaker AFB will reduce the number of Mississippi River barges delivering petroleum products.

## **3.8 UTILITIES**

This section summarizes preclosure and closure conditions of utilities on Eaker AFB and in the ROI. A more detailed presentation of these conditions is available in the *Eaker AFB Disposal and Reuse EIS*. Utility demand forecasts in the ROI are shown in Table 3.8-1 for 1990 to closure. The preclosure forecast shows what the level of demand would have been without closure. The closure baseline shows the new demand with base closing.

### **3.8.1 Water Supply**

The ROI for water supply and distribution consists of three primary water suppliers, Eaker AFB, the city of Blytheville, and the city of Gosnell. These

**Table 3.8-1. Estimated Preclosure and Baseline Utility Demand in the ROI  
1990 to Closure**

	1990	1991	1992	Closure
<b>Water Consumption (MGD)</b>				
Preclosure Forecast	5.53	5.61	5.62	5.63
Closure Baseline	5.53	5.16	4.64	3.22
<b>Wastewater Treatment (MGD)</b>				
Preclosure Forecast	3.85	3.74	3.75	3.76
Closure Baseline	3.85	3.47	3.47	2.80
<b>Solid Waste (tons/day)</b>				
Preclosure Forecast	122	123	124	125
Closure Baseline	122	121	114	100
<b>Electrical Consumption (MWH/day)</b>				
Preclosure Forecast	3,066	3,079	3,218	5,056
Closure Baseline	3,066	3,079	3,096	4,934
<b>Natural Gas (thousand therms/day)</b>				
Preclosure Forecast	19.84	19.90	20.29	20.76
Closure Baseline	19.84	19.83	19.75	14.36

MGD = million gallons per day

MWH = megawatt-hours

suppliers can provide a total of 8.0 million gallons per day (MGD) of water to the region. In 1990 an average of 5.5 MGD of water was consumed.

#### Recent Trends

Eaker AFB currently obtains its water from two wells located on the southeast side of Louisiana Avenue between Second and Third streets. The wells were drilled to approximately 1,310 feet in 1942 and receive water from the Wilcox formation. The well pump casings are set at 800 feet with a combined capacity of 1,400 gpm at 10 pounds per square inch (psi). A third well, located at the golf course clubhouse, is used to supply the golf course with nonpotable water. It is approximately 200 feet deep and draws water from the near-surface Quaternary deposits. The base treatment plant consists of aeration, coagulation, flocculation, filtering, and disinfection, with a treatment capacity of 1.25 MGD.

The base is linked to Gosnell's water system via a 4-inch line under SH 181. The line connects a 6-inch line on the west side of SH 181 with an 8-inch line on base. This connection was installed for emergency purposes and has not been used.

Water purveyors in the ROI (Blytheville Waterworks and Gosnell Water Association) obtain their water from groundwater sources. Community distribution systems are in good condition and adequately provide water to customers.

### Closure Conditions

Water consumption at Eaker AFB will decrease as the drawdown of personnel occurs from 1991 to closure. The resulting baseline demand within the ROI by 1993 is estimated at 3.22 MGD. This is approximately 42 percent lower than the 1990 consumption level identified in Table 3.8-1.

#### **3.8.2 Wastewater**

The ROI for wastewater consists of three primary treatment systems, Eaker AFB, the city of Blytheville, and the city of Gosnell. These systems can process a total of 5.8 MGD of wastewater. In 1990, an average of 3.85 MGD of wastewater was processed.

#### Recent Trends

Eaker AFB operates its own wastewater treatment plant constructed in 1941. Since then, the system has been modified several times, including the addition of an aerated equalization basin in 1991. The plant has the capacity to process sewage at a rate of 1.69 MGD. After treatment, wastewater is discharged into Pemiscot Bayou (Ditch 27, Drainage District 17).

The city of Blytheville processes its wastewater at three separate treatment plants. Closest to Eaker AFB is the west plant with a capacity of 1.5 MGD. Average daily flows equaled 0.86 MGD in 1990. The north plant has a capacity of 0.8 MGD and average daily flows were 0.42 MGD in 1990. The south plant has a capacity of 1.5 MGD and average daily flows were 0.64 MGD in 1990.

The city of Gosnell operates two separate oxidation lagoon systems. The larger system, located west of Bethany Street, has two cells and covers 16 acres. This system discharges to Ditch 25. The second system, referred to as "northgate" has two cells and covers 10 acres. This system discharges to Ditch 24. There is no metering system at either facility; however, average daily flows range from 0.18 MGD in summer months to 0.31 MGD in winter months. Both lagoon systems are operating under a consent order from Arkansas Department of Pollution Control and Ecology (ADPCE). The order requires the city to upgrade its treatment levels to minimum standards by 1994. The city has applied for a \$1.5 million loan to construct the necessary improvements. Interim National Pollution Discharge Elimination System (NPDES) permits have been issued to allow operation of the existing facilities.

### Closure Conditions

Wastewater generation in the ROI will decrease as the drawdown of personnel occurs to an estimated level of 2.8 MGD in 1993. This is approximately 27 percent lower than the 1990 consumption level identified in Table 3.8-1.

### **3.8.3 Solid Waste**

#### Recent Trends

Currently solid waste at Eaker AFB is hauled off base by a local waste disposal firm. The wastes are either disposed of at Mississippi County's landfill in Luxora, Arkansas, or taken to the city of Blytheville's incinerator. The estimated solid waste generated is 8.3 tons/day. Scrap metals (steel, copper, stainless steel) are recycled through the Defense Reutilization and Marketing Office (DRMO). Demolition wastes have been disposed at on-base Landfill 4. Hospital wastes are hauled off base under contract by a private firm and are transported to a disposal facility in Arkansas.

Mississippi County's Class I landfill consists of 100 permitted acres. A Class I facility serves a population of more than 5,000 and can handle domestic and special wastes, such as sludges, ash, and asbestos. Special wastes require separate written approval by the ADPCE. The county indicates that its average daily flow varies from 130 to 200 tons per day. Currently, approximately 40 acres remain available for disposal. The county estimates the useful life of that acreage at 10 years. The county owns an additional 540 acres adjacent to the existing landfill.

The city of Blytheville collects residential and commercial solid waste and hauls it to its incinerator, which consists of two 35-ton per day units. In 1991, the city's incinerator was available for 10 months, and 10,417 tons of solid waste were processed. After sorting and incineration 1,677 tons of appliances were taken to a Class IV Landfill west of Blytheville and 2,078 tons of ash were disposed at the county landfill. To further reduce the amount of waste disposed, the city opened a composting facility at a former landfill site in July 1991, to handle yard wastes.

The East Arkansas Planning and Development Commission has contracted to have a solid waste management plan prepared for the 12 counties in the commission's study area. The study will make recommendations concerning the need for, and the closure of, landfills in the region and should be available in 1993.

### Closure Conditions

Solid waste generation in the ROI will decrease as the drawdown of personnel occurs to an estimated level of 100 tons per day in 1993. This is approximately 18 percent lower than the 1990 generation level identified in Table 3.8-1.

#### **3.8.4 Energy**

##### **Electricity**

###### Recent Trends

Electricity is provided to Eaker AFB and the urban areas of Blytheville by Arkansas Power & Light Company. The Mississippi County Electric Cooperative (MCEC) provides electricity to navigational aids at Eaker AFB and to the surrounding rural area of Mississippi County. Arkansas Power & Light supplies electricity to the base through the main substation and the incoming 34.5 kilovolt (kV) main line which are owned and operated by Arkansas Power & Light. The substation also receives an alternate feed entering the base from the southeast. The substation consists of two 12-megavolt amperes (MVA) transformers and one 3.5-MVA transformer. The 12-MVA transformers are providing 4 kV to the distribution systems; however, they have the capability to provide 12.5 kV. The distribution system, owned and operated by the Air Force, is free of polychlorinated biphenyls, and several of the transformers have dual voltage primaries anticipating increasing distribution voltage from 4 kV to 12.5 kV. Nine feeders emanate from the main substation. One feeder, operating at 12.5 kV volts, provides electricity to the city of Gosnell. The other eight feeder lines supply electricity throughout the base via overhead and underground services.

Arkansas Power & Light, a division of Entergy Corporation, provides electricity to the cities of Blytheville and Gosnell and to other customers in their allocated service area. In 1990, Arkansas Power & Light supplied approximately 373,464 megawatt hours (MWH) to these local customers. Throughout the entire Arkansas Power & Light power system a total of 15,039,000 MWH were consumed by 598,530 customers (Arkansas Power & Light, 1991). Arkansas Power & Light does not anticipate any problems in providing additional electrical power to meet an increase in consumption.

MCEC is one of 17 cooperatives that form the Arkansas Electric Cooperative Commission. MCEC provides electricity to the rural portions of Mississippi County and had 3,467 customers in 1990, including the Nucor steel mill. Annual consumption was 701,403 MWH in 1990. In FY 1990, MCEC supplied Eaker AFB with 43.5 MWH at a cost of approximately \$3,000. By 1993, MCEC anticipates doubling its sales since it will provide service to the

**new sheet steel mill in Hickman, Arkansas (an increased annual consumption of 255,500 MWH, 36 percent).**

**Closure Conditions**

**Electrical consumption in the ROI will actually increase as the drawdown of personnel occurs at Eaker AFB (approximately 61 percent). This increase is a result of the opening of the new steel mill that is estimated to require 700 MWH per day. Total demand for electricity in the ROI is identified in Table 3.8-1.**

**Natural Gas**

**Recent Trends**

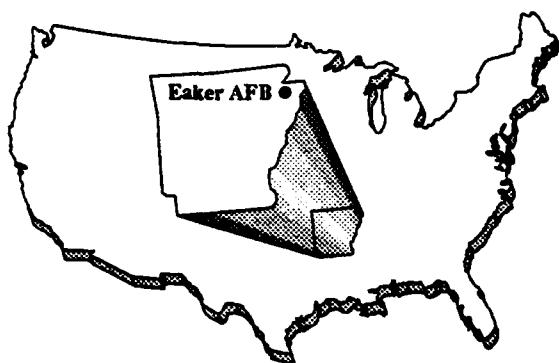
**Service to Eaker AFB and portions of Mississippi County is provided by Associated Natural Gas Company, a division of Arkansas Western Gas Company. Arkansas Western Gas is a wholly owned subsidiary of Southwestern Energy Company. Associated Natural Gas delivers gas to Eaker AFB via a 4-inch line at 350 psi entering near Gate 2. The gas pressure is reduced at two pressure regulators/flow meter stations to 100 psi. The natural gas distribution system delivers gas to almost every building on base. Approximately 132,000 feet of gas line extend throughout the base, including 75,000 feet of polyethylene pipe. Associated Natural Gas owns 82 noninterruptible gas meters on base and a number of interruptible gas meters.**

**According to Associated Natural Gas, adequate natural gas supplies are available to meet the needs of existing customers. Associated Natural Gas personnel have evaluated their local consumer base and project a drop in the number of customers as Eaker AFB closes. Using a per-capita demand rate developed from Associated Natural Gas consumption data, natural gas demand within the ROI was estimated for the projected customer base without the reuse of Eaker AFB.**

**Closure Conditions**

**Natural gas consumption in the ROI will decrease as the drawdown of personnel occurs to an estimated level of 14 thousand therms per day in 1993. This is approximately 28 percent lower than the 1990 consumption level identified in Table 3.8-1.**

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## **CHAPTER 4**

# **SOCIOECONOMIC EFFECTS OF PROPOSED ACTION AND REUSE ALTERNATIVES**

## **4.0 SOCIOECONOMIC EFFECTS OF PROPOSED ACTION AND REUSE ALTERNATIVES**

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### **4.1 INTRODUCTION**

This chapter discusses the potential socioeconomic effects associated with the Proposed Action and two alternatives for reuse of Eaker AFB, as well as the No-Action Alternative. The purpose of the study is to identify and analyze the major socioeconomic issues related to each of the four possibilities for future activity at the base and compare the effects of these alternatives with each other.

To help identify potential socioeconomic effects associated with the reuse of Eaker AFB, this study addresses a range of reasonable reuse alternatives. For the purpose of this analysis, the Air Force has adopted the plan developed by the BGDA as the Proposed Action. In addition, the Air Force has analyzed the effects associated with other reasonable reuse alternatives. These include the General Aviation and Non-Aviation alternatives, and a No-Action Alternative without reuse. Actual decisions on reuse of the property will be made by its recipients subsequent to conveyance.

Descriptions of the effects of the Proposed Action and two redevelopment alternatives are provided sequentially for each of seven major issues: Economic Activity, Population, Housing, Public Services, Public Finance, Transportation, and Utilities. The *Eaker AFB Disposal and Reuse EIS* provides descriptions of biophysical effects for Transportation and Utilities. The description of effects of the No-Action Alternative is essentially the same as post-closure conditions described in Chapter 3.

**Context of Analysis.** This analysis addresses the timing of effects associated with each of the various alternative plans for future reuse of the base. The analysis covers a time period extending 20 years beyond the date of closure of Eaker AFB (since closure occurs on December 15, 1992, 1993 was chosen as the first year of the closure baseline). Results are presented for each of the alternatives for the years 1998 (5 years after closure in December 1992), 2003 (10 years after closure), and 2013 (20 years after closure).

Of particular importance in this analysis are reuse-related effects of the Proposed Action or an alternative. Reuse-related effects include both direct on-site and indirect secondary effects of reusing the base. Direct on-site effects are the changes immediately associated with an action, such as employment at an airport facility. Secondary effects include the indirect and induced changes that may occur either on-site or off-site elsewhere in the

region. The actual location of secondary effects is primarily dependent on personal and organizational purchasing choices (e.g., locational decisions).

This analysis recognizes the potential for community effects stemming from "announcement effects" of information regarding the base's closure or reuse. Such announcements may affect the communities' perceptions and, thus, could have important local economic consequences.

An example of one such effect would be the in-migration of people anticipating employment under one of the reuse options. If it were announced later that the No-Action Alternative was chosen, many of these newcomers would leave the area seeking employment elsewhere. This announcement effect would, thus, include (1) a temporary increase in population in anticipation of future employment and (2) a subsequent decline in population, as people leave the area after the announcement. Bases with more than one closure announcement may not experience as severe of an announcement effect.

Changes associated with announcement effects, while potentially important, are highly unpredictable and difficult to quantify. Such effects thus were excluded from the quantitative analysis in this study, and are not displayed in any of the tabular or graphic data presented in this report.

## 4.2 ECONOMIC ACTIVITY

Under the post-closure scenario, Eaker AFB would not be reused and OL activities at the base would contribute little economic stimulus to the ROI. During 1993, it is anticipated that minimal activity will occur at the site. Personnel assigned to the OL will be on-site and activities currently housed at Blytheville airport will transition to the site. Redevelopment activities begin in earnest in 1994, with demolition of some existing facilities, renovation of others, and construction of new facilities.

In the absence of any reuse activities in the region, total employment is projected to increase from 105,400 in 1993 to 120,600 in 2013. ROI employment is projected to increase at an average rate of 0.7 percent per year from 1993 to 2013.

### 4.2.1 Proposed Action

In 1994, 110 direct construction jobs would be created in response to the activities associated with the Proposed Action. Direct construction employment would drop to 33 in 1998 and increase to 115 by 2003. By 2013, direct construction employment would reach 153.

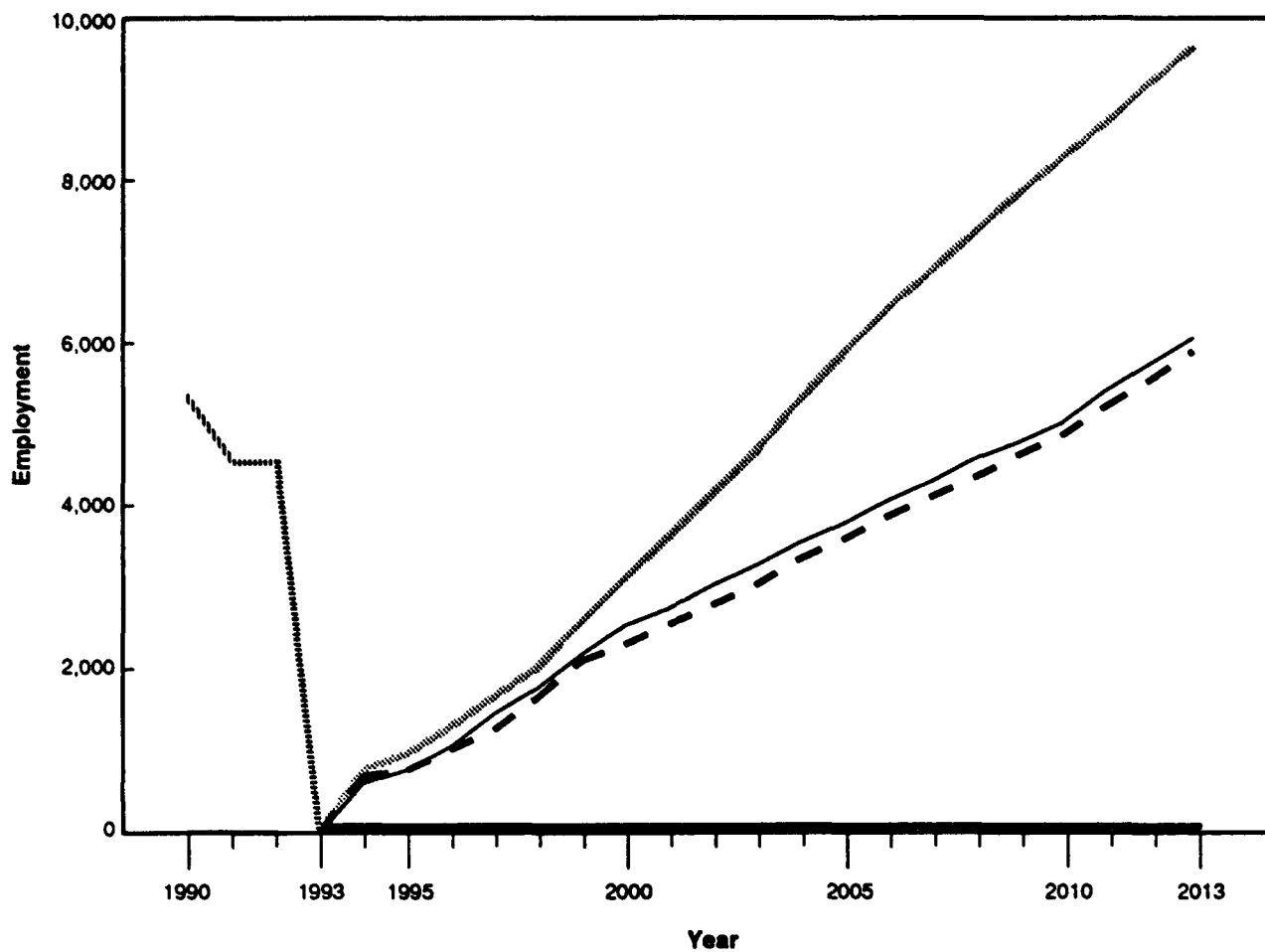
Direct on-site employment would increase under the Proposed Action. In 1994, operations and secondary employment would create 245 and 399

jobs, respectively. By 1998, these levels would further increase to 840 and 1,134 jobs, respectively. In 2000, reuse activities would generate 3,084 jobs, more than recouping the loss of 2,877 jobs due to closure. When this reuse employment is combined with the projected post-closure ROI employment level of 111,266 in 2000, the total ROI employment would be 114,350 jobs, exceeding preclosure ROI employment projections for the same year (114,143 jobs). Thereafter the projected reuse-generated employment levels would surpass projected closure employment conditions. By 2003, over 4,660 reuse-related jobs are anticipated under this scenario, comprised of 115 construction jobs, 1,925 operations positions, and 2,623 secondary jobs. Over the next 10 years reuse-related jobs would more than double and by the year 2013, contribute over 9,640 jobs to the ROI (Table 4.2-1 and Figure 4.2-1). In 2013, total ROI employment would be 130,249 jobs, exceeding the projected preclosure levels by almost 5.5 percent, or about 6,800 jobs.

**Table 4.2-1. ROI Employment and Earning Projections - Proposed Action**

	1998	2003	2013
<b>Reuse-Related Jobs</b>	<b>2,007</b>	<b>4,663</b>	<b>9,642</b>
Direct Jobs	873	2,040	4,159
Construction	33	115	153
Operation	840	1,925	4,006
Secondary Jobs	1,134	2,623	5,483
Mississippi County	642	1,477	3,060
Remainder of ROI	492	1,146	2,423
Earnings (thousand \$1989)	38,221	87,660	184,976
Direct Earnings	18,774	43,494	91,218
Construction	638	2,208	2,938
Operation	18,136	41,286	88,280
Secondary Earnings	19,447	44,166	93,758
<b>No-Action (Closure-2013)*</b>			
Site-Related Jobs	66	66	66
Earnings (thousand \$1989)	909	909	909
<b>Proposed Action Increase</b>			
<b>Over No-Action (Closure-2013)*</b>			
Reuse-Related Jobs	1,941	4,597	9,576
Earnings (thousand \$1989)	38,220	87,659	184,975

\* Includes both direct and secondary employment and earnings effects.



#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- - - General Aviation
- Non-Aviation
- Preclosure

#### ROI Employment Effects - Comparison of Alternatives

Figure 4.2-1

The majority of the reuse effects will be realized in Mississippi County, where all direct employment positions and more than half of the secondary jobs would be located. The secondary jobs would be distributed among the communities of the ROI according to the proportional allocation of the immigrant population. Under the Proposed Action in 1998, there would be a total of 2,007 reuse-related jobs in the ROI. Of these, 873 would be direct on-site jobs. An additional 642 secondary jobs would also be created in the ROI in response to the increase in personal consumption expenditures and purchases of goods and services by the reuse activities. By 2003, the Proposed Action would employ 4,663, of which 2,040 will be direct on-site personnel and an additional 1,477 secondary positions in Mississippi County. At the end of the 20-year period 4,159 direct and 3,060 secondary jobs would be realized in Mississippi County in response to the Proposed Action.

Earnings attributable to construction, operations, and secondary employment generated by implementation of the Proposed Action would consistently increase over the 20-year time frame and by the year 2013, contribute nearly \$185,000,000 to the region. The direct employment levels associated with the Proposed Action would be consistently lower than the projected secondary jobs. However, the proposed on-site occupations would be comprised of a higher skill mix and higher per-capita earnings and would effect the projected direct and secondary earnings levels accordingly. The resulting earnings are split almost evenly between direct and secondary contributions.

#### **4.2.2 General Aviation Alternative**

In 1994, reuse development would commence and 145 direct construction jobs would be created in response to the activities associated with this alternative. Direct construction employment would dip to 84 in 1998 and would increase thereafter to 108 by 2003. By 2013, direct construction employment would reach 190.

The General Aviation Alternative would result in steadily increasing levels of direct on-site employment. In 1994, operations and secondary employment would increase by 184 and 338 jobs, respectively. By 1998, these levels would have increased to 673 and 885 jobs, respectively. Not until 2003, would reuse activities generate enough jobs to recoup the loss of 2,877 jobs due to closure. When the reuse employment of 3,025 is combined with the projected post-closure ROI employment level of 113,357 in the year 2003, the total ROI employment will be 116,382 jobs, exceeding preclosure ROI employment projections for the same year (116,234 jobs). Thereafter the projected reuse-generated employment levels would surpass projected closure employment conditions. By 2013, over 5,880 reuse-related jobs are anticipated under this scenario, comprised of 190 construction jobs, 2,464

operations positions and 3,230 secondary jobs (Table 4.2-2). In 2013, there would be 126,490 jobs in the ROI, exceeding the projected preclosure levels by 2.4 percent, or 3,006 jobs.

**Table 4.2-2. ROI Employment and Earning Projections - General Aviation Alternative**

	1998	2003	2013
<b>Reuse-Related Jobs</b>	1,642	3,025	5,884
<b>Direct Jobs</b>	757	1,375	2,654
Construction	84	108	190
Operation	673	1,267	2,464
<b>Secondary Jobs</b>	885	1,650	3,230
Mississippi County	501	929	1,802
Remainder of ROI	384	721	1,428
<b>Earnings (thousand \$1989)</b>	28,827	53,452	104,662
<b>Direct Earnings</b>	14,469	26,683	52,141
Construction	1,623	2,083	3,650
Operation	12,846	24,600	48,491
<b>Secondary Earnings</b>	14,358	26,769	52,521
<b>No-Action (Closure-2013)*</b>			
<b>Site-Related Jobs</b>	66	66	66
<b>Earnings (thousand \$1989)</b>	909	909	909
<b>Proposed Action Increase</b>			
<b>Over No-Action (Closure-2013)*</b>			
<b>Reuse-Related Jobs</b>	1,576	2,959	5,818
<b>Earnings (thousand \$1989)</b>	28,826	53,451	104,661

\* Includes both direct and secondary employment and earnings effects.

As with the Proposed Action, the majority of the reuse effects of the General Aviation Alternative would be realized in Mississippi County, where all direct employment positions and more than half of the secondary jobs would be located. In 1998, under the General Aviation Alternative there would be a total of 1,642 reuse-related jobs in the ROI. Of these, 757 would be direct on-site jobs located in Mississippi County. An additional 501 secondary jobs would also be created in this county in response to the stimulus created by payrolls and procurement of the reuse activities. By 2003, this scenario would employ 3,025, of which 1,375 would be direct

on-site personnel. Mississippi County will grow by an additional 929 secondary positions in this year. At the end of the 20-year period 2,654 direct and 1,802 secondary jobs would be realized in Mississippi County in response to the General Aviation Alternative.

Earnings attributable to construction, operations, and indirect employment generated by implementation of the General Aviation Alternative would consistently increase over the 20-year time frame and by the year 2013, contribute over \$104,660,000 to the region. The direct employment levels associated with this alternative would be consistently lower than the projected secondary jobs. However, as the proposed on-site occupations are comprised of a skill mix associated with higher per-capita earnings, the resulting total earnings would be split almost evenly between direct and secondary contributions.

#### **4.2.3 Non-Aviation Alternative**

In 1994, reuse development would result in 120 direct construction jobs created in response to this alternative. By 1998, direct construction employment would decline to 109, and to 95 in 2003. By 2013, direct construction employment would stabilize at approximately 103.

The Non-Aviation Alternative would result in steadily increasing levels of direct on-site employment. In 1994, operations and secondary employment would create 178 and 289 jobs, respectively. By 1998, these levels would have increased to 725 and 952 jobs, respectively. In 2002, the employment generated by the Non-Aviation Alternative would recoup the loss of 2,877 jobs due to closure. When the reuse employment of 3,008 is combined with the projected post-closure ROI employment level of 112,656 in the year 2002, the total ROI employment would be 115,664 jobs, exceeding preclosure ROI employment projections for the same year (115,533 jobs). Thereafter the projected reuse-generated employment levels would surpass closure conditions. By 2013, reuse-related employment would total over 6,000 jobs, and be comprised of 103 construction jobs, 2,654 operations positions, and 3,303 secondary jobs (Table 4.2-3). Under the Non-Aviation Alternative in 2013, there will be 126,668 jobs in the ROI, exceeding the projected preclosure levels by 2.6 percent, or 3,184 jobs.

As with the Proposed Action the majority of the reuse effects of the Non-Aviation Alternative would be realized in Mississippi County, where all of the direct employment positions and more than half of the secondary jobs would be located. Under this alternative in 1998, there would be a total of 1,786 reuse-related jobs in the ROI. Of these, 834 would be direct on-site jobs located in Mississippi County. An additional 539 secondary jobs would also be created in this county in response to the stimulus created by payrolls and procurements of the reuse activities. By 2003, this scenario would employ

**Table 4.2-3. ROI Employment and Earning Projections - Non-Aviation Alternative**

	1998	2003	2013
<b>Reuse-Related Jobs</b>	<b>1,786</b>	<b>3,260</b>	<b>6,060</b>
Direct Jobs	834	1,489	2,757
Construction	109	95	103
Operation	725	1,394	2,654
Secondary Jobs	952	1,771	3,303
Mississippi County	539	997	1,843
Remainder of ROI	413	774	1,460
Earnings (thousand \$1989)	31,360	57,492	107,803
Direct Earnings	15,870	28,720	53,695
Construction	2,092	1,829	1,992
Operation	13,778	26,891	51,703
Secondary Earnings	15,490	28,772	54,108
<b>No-Action (Closure-2013)*</b>			
Site-Related Jobs	66	66	66
Earnings (thousand \$1989)	909	909	909
<b>Proposed Action Increase</b>			
<b>Over No-Action (Closure-2013)*</b>			
Reuse-Related Jobs	1,720	3,194	5,994
Earnings (thousand \$1989)	31,359	57,491	107,802

\* Includes both direct and secondary employment and earnings effects.

3,260 persons, of which 1,489 would be direct on-site personnel. Mississippi County would grow by an additional 997 secondary positions in this year. At the end of the 20-year period 2,757 direct and 1,843 secondary jobs would be realized in Mississippi County in response to the Non-Aviation Alternative.

Earnings attributable to construction, operations, and indirect employment generated by implementation of the Non-Aviation Alternative would consistently increase over the 20-year time frame and by the year 2013, contribute over \$107,802,000 to the region. The direct employment levels associated with this alternative would be consistently lower than the projected secondary jobs. However, as the proposed on-site occupations are comprised of a skill mix associated with higher per-capita earnings, the

resulting total earnings would be split almost evenly between direct and secondary contributions.

#### 4.2.4 No-Action Alternative

Employment and earnings effects under the No-Action Alternative would be the same as those described in Section 3.2 as closure conditions.

### 4.3 POPULATION

If no reuse of Eaker AFB occurs, total population in the ROI is anticipated to increase from approximately 205,500 in 1993 to 211,700 in 2013. This is an average projected increase of 0.1 percent annually. The post-closure projections provide a reference for comparing the population impacts of alternative reuse plans. All personnel associated with the disposal and caretaker activities at the base are assumed to be local hires.

Many of the employment opportunities created by the reuse alternatives will be filled by individuals residing in the ROI due to the abundance of unemployed labor in the area. The number of workers migrating into the region is expected to be substantially less than the number of jobs created by implementation of the reuse alternatives. Additionally, the number of workers commuting into the ROI on a daily and weekly basis would tend to reduce the number of regional in-migrants. This is especially true during short-term construction peaks.

The greatest population effects at the ROI, county, and community levels are projected to occur under the Proposed Action, followed by the Non-Aviation Alternative. These reuse scenarios will generate population effects greater than those associated with Eaker AFB operations in 1990 (a year prior to the announcement of the closure of the base).

#### 4.3.1 Proposed Action

Population effects of the Proposed Action are defined to include all individuals and their dependents directly and indirectly associated with the proposed reuse who would not reside in the ROI were it not for activities at the site. Other individuals associated with on-site activities are assumed to reside in the ROI regardless of activities at the site. These local residents are expected to fill many site-related jobs; thus, local hiring will reduce in-migration associated with base reuse.

Population in-migration associated with implementation of the Proposed Action will commence in the year 2002. Prior to this time, all jobs created by activities comprising the Proposed Action would be filled by persons currently residing in the ROI. By 2003, the number of in-migrants is anticipated to reach just over 1,860. This number corresponds to

0.9 percent of both the 1990 population and the projected population residing in the ROI in the year 2003. It is anticipated that, by the year 2013, population of the Proposed Action will increase to approximately 11,000 in-migrants for the ROI (Table 4.3-1 and Figure 4.3-1). This increase corresponds to 5.2 percent of both the 1990 ROI preclosure population (213,318) and the 2013 post-closure population (211,672).

**Table 4.3-1. Proposed Action: Total Regional Population In-Migration Effects - Counties and Selected Communities**

	1998	2003	2013
Craighead County	0	224	1,369
Greene County	0	87	533
Mississippi County	0	1,051	6,160
Blytheville	0	662	3,881
Gosnell	0	284	1,663
Dunklin County	0	310	1,840
Pemiscot County	0	195	1,133
<b>Total</b>	<b>0</b>	<b>1,867</b>	<b>11,035</b>

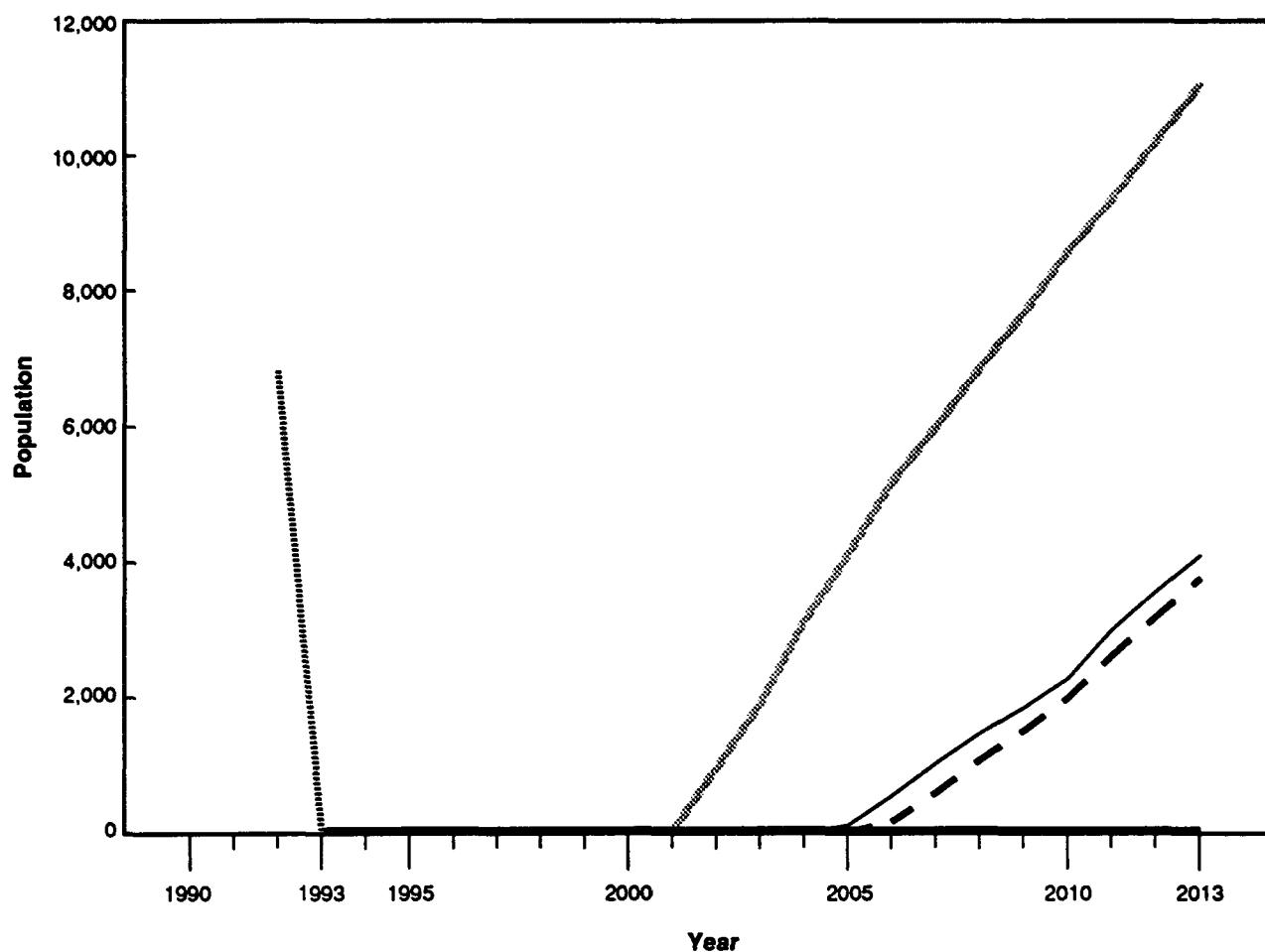
The largest share of the ROI population in-migration is anticipated to reside in Mississippi County. The number of persons entering the county by the year 2013 is projected to reach 6,160 which corresponds to 10.7 percent of the county 1990 preclosure population (57,525) and 12.7 percent of the projected 2013 post-closure population (48,405).

By the year 2013, it is anticipated that 3,880 of the 6,160 persons entering the region will reside in the city of Blytheville. This number constitutes 17 percent of the 1990 preclosure population (22,906) and 23 percent of the projected post-closure population (16,983) for the year 2013.

For the city of Gosnell, it is anticipated that the population will increase with 1,660 new residents by the year 2013 as a result of implementation of the Proposed Action. This increase constitutes 44 percent of the 1990 preclosure population (3,783) and 27 percent of the projected post-closure population (6,238) for the year 2013.

With the implementation of the Proposed Action, the ROI population in the year 2013 is projected to reach 222,700 (11,030 persons above the projected population under closure conditions in the year 2013).

The preclosure population of Mississippi County is projected to decline from 57,525 in 1990 to a post-closure population of 48,405 by the year 2013. With the addition of 6,160 in-migrants by the year 2013, as a result of



## **EXPLANATION**

- No-Action/Post-Closure  
..... Proposed Action  
— General Aviation  
— Non-Aviation  
..... Preclosure

## **ROI Population Effects - Comparison of Alternatives**

**Figure 4.3-1**

implementation of the Proposed Action, the resulting population is estimated to be 54,565.

#### 4.3.2 General Aviation Alternative

Population in-migration associated with implementation of the General Aviation Alternative will commence in the year 2006. Prior to this time, all jobs created by activities comprising the General Aviation Alternative will be filled by persons currently residing in the ROI. It is anticipated that, by the year 2013, population effects of the General Aviation Alternative will reach 3,770 (Table 4.3-2). This increase corresponds to 1.8 percent of both the 1990 preclosure population and 2013 post-closure population.

**Table 4.3-2. General Aviation Alternative: Total Regional Population In-Migration Effects - Counties and Selected Communities**

	1998	2003	2013
Craighead County	0	0	467
Greene County	0	0	182
Mississippi County	0	0	2,105
Blytheville	0	0	1,326
Gosnell	0	0	568
Dunklin County	0	0	629
Pemiscot County	0	0	387
<b>Total</b>	<b>0</b>	<b>0</b>	<b>3,770</b>

The largest share of the ROI population in-migration is anticipated to reside in Mississippi County. The number of persons entering the county by the year 2013 is projected to reach 2,105 which corresponds to 3.7 percent of the county 1990 preclosure population and 4.3 percent of the projected 2013 post-closure population.

By the year 2013, it is anticipated that 1,325 of the 3,770 persons entering the region will reside in the city of Blytheville. This number constitutes 5.8 percent of the 1990 preclosure population and 7.8 percent of the projected post-closure population for the year 2013.

For the city of Gosnell, population is anticipated to increase by approximately 570 by the year 2013 as a result of implementation of the General Aviation Alternative. This increase constitutes 15 percent of the 1990 preclosure population and 9.1 percent of the projected post-closure population in 2013.

With the implementation of the General Aviation Alternative, the ROI population in the year 2013 is projected to reach 215,440. This number is 2,120 persons higher than the projected preclosure population in 1990 and 3,770 persons above the projected post-closure population in the year 2013. With the addition of 2,105 in-migrants by the year 2013, as a result of implementation of the General Aviation Alternative, the resulting population of Mississippi County will be 50,510.

#### **4.3.3 Non-Aviation Alternative**

Population in-migration associated with implementation of the Non-Aviation Alternative will commence in the year 2005. Prior to this time, all jobs created by activities comprising the Non-Aviation Alternative will be filled by persons currently residing in the ROI. By 2013, population effects of the Non-Aviation Alternative are expected to reach approximately 4,110 (Table 4.3-3). This increase corresponds to 1.9 percent of both the 1990 preclosure population and 2013 post-closure population.

**Table 4.3-3. Non-Aviation Alternative: Total Regional Population In-Migration Effects - Counties and Selected Communities**

	1998	2003	2013
Craighead County	0	0	510
Greene County	0	0	199
Mississippi County	0	0	2,296
Blytheville	0	0	1,446
Gosnell	0	0	620
Dunklin County	0	0	686
Pemiscot County	0	0	422
<b>Total</b>	<b>0</b>	<b>0</b>	<b>4,113</b>

The largest share of the ROI population in-migration is anticipated to reside in Mississippi County. The number of persons entering the county by the year 2013 is projected to reach almost 2,300, which corresponds to 4.0 percent of the county 1990 preclosure population and 4.8 percent of the projected 2013 post-closure population.

By the year 2013, it is anticipated that 1,446 of the 4,110 persons entering the ROI will take up residence in the city of Blytheville. This number constitutes 6.3 percent of the 1990 preclosure population and 8.5 percent of the projected post-closure population for the year 2013.

For the city of Gosnell, it is anticipated that the population will increase by 620 new residents by 2013, as a result of implementation of the Non-

**Aviation Alternative.** This increase constitutes 16 percent of the 1990 baseline population and 9.9 percent of the projected post-closure population for 2013. With the addition of 2,300 in-migrants by 2013 as a result of implementation of the Non-Aviation Alternative, the population of Mississippi County would be 50,700.

With the implementation of the Non-Aviation Alternative, the ROI population in 2013 is projected to reach 215,785. Population in-migration under this alternative constitutes about 2 percent of the ROI's 1990 preclosure population and 2013 projected post-closure population.

#### **4.3.4 No-Action Alternative**

Population effects under the No-Action Alternative would be those described in Section 3.3 as closure conditions.

### **4.4 HOUSING**

Changes in housing demand are projected to accompany site-related population effects in the Proposed Action and each of the two reuse alternatives. The effects are related directly to the number of persons assumed to in-migrate to the region and communities. The magnitude of the effects falls into the following descending order: Proposed Action, Non-Aviation Alternative, and General Aviation Alternative. Housing effects are examined at the regional, county, and community level.

#### **4.4.1 Proposed Action**

The ROI demand for housing units associated with implementation of the Proposed Action begins in the year 2002. By the year 2003, the number of units required by in-migrants would be approximately 760 and would increase to 4,500 by 2013 (Table 4.4-1). This increase in demand constitutes 5.2 percent of both the housing stock in 1990 (86,760) and the projected number of units in 2013 (89,051).

The largest proportion of the demand for additional housing units is anticipated to occur in Mississippi County. By the year 2013, this number is projected to total 2,429 units which equates to 10.9 percent of the housing units (22,232) in the county in 1990. This demand constitutes 13.0 percent of the housing stock (18,707) projected for the county by 2013, which is expected to decline (along with the population). Effects of the Proposed Action in other counties of the ROI are less than for Mississippi County.

Blytheville is expected to be the community that experiences the greatest demand for housing units associated with the Proposed Action. By the year 2013, it is anticipated that 1,530 new housing units will be required by in-

**Table 4.4-1. Proposed Action: Total Regional Housing Effects - Counties and Selected Communities (number of housing units)**

	1998	2003	2013
Craighead County	0	96	586
Greene County	0	37	225
Mississippi County	0	414	2,429
Blytheville	0	261	1,530
Gosnell	0	112	656
Dunklin County	0	135	798
Pemiscot County	0	80	463
<b>Total</b>	<b>0</b>	<b>761</b>	<b>4,501</b>

migrants choosing to reside in Blytheville. This number of units comprises 17.2 percent of the housing stock (8,902) in the community in 1990, and 23.3 percent of the units (6,563) projected for 2013. The city of Gosnell is expected to experience a demand for 656 new housing units. This demand comprises 47.5 percent of the 1,381 units in the community in 1990 and 27.1 percent of the housing units (2,411) projected in the year 2013.

#### 4.4.2 General Aviation Alternative

The ROI demand for housing units associated with implementation of the General Aviation Alternative begins in the year 2006. By the year 2013, the number of units required by in-migrants is 1,538 (Table 4.4-2). This increase in demand constitutes 1.8 percent of both the housing stock in 1990 and the projected number of units in 2013.

The largest proportion of the demand for additional housing units is anticipated to occur in Mississippi County. By 2013, this number is projected to total 830 units which equates to 3.7 percent of the housing units in the county in 1990. This demand constitutes 4.4 percent of the housing stock projected in the county in 2013. Effects of the General Aviation Alternative in other counties of the ROI are less than for Mississippi County.

The city of Blytheville is expected to experience the greatest demand for housing units associated with the activities under the General Aviation Alternative. It is anticipated that by the year 2013, 523 new housing units will be required by in-migrants. This number comprises 5.9 percent of the housing stock in 1990 and 8.0 percent of units projected for 2013. The city of Gosnell is expected to experience a demand for 224 new housing units, which comprises 16.2 percent of the number of units in 1990 and 9.3 percent projected for 2013.

**Table 4.4-2. General Aviation Alternative: Total Regional Housing Effects - Counties and Selected Communities (number of housing units)**

	1998	2003	2013
Craighead County	0	0	200
Greene County	0	0	77
Mississippi County	0	0	830
Blytheville	0	0	523
Gosnell	0	0	224
Dunklin County	0	0	273
Pemiscot County	0	0	158
<b>Total</b>	<b>0</b>	<b>0</b>	<b>1,538</b>

#### 4.4.3 Non-Aviation Alternative

The ROI demand for housing units associated with implementation of the Non-Aviation Alternative is not expected to begin until the year 2005. In that year the number of units required by in-migrants is 33 and increases to 1,677 by the year 2013 (Table 4.4-3). This increase in demand constitutes 1.9 percent of both the housing stock in 1990 and the projected number of units in 2013.

**Table 4.4-3. Non-Aviation Alternative: Total Regional Housing Effects - Counties and Selected Communities (number of housing units)**

	1998	2003	2013
Craighead County	0	0	218
Greene County	0	0	84
Mississippi County	0	0	905
Blytheville	0	0	570
Gosnell	0	0	244
Dunklin County	0	0	297
Pemiscot County	0	0	173
<b>Total</b>	<b>0</b>	<b>0</b>	<b>1,677</b>

The largest proportion of the demand for additional housing units is anticipated to occur in Mississippi County. By the year 2013, this number is projected to total 905 units which equates to 4.1 percent of the housing units in the county in 1990. This effect constitutes 4.8 percent of the housing stock projected in the county in 2013. Effects of the Non-Aviation Alternative in other counties of the ROI are less than for Mississippi County.

The city of Blytheville is expected to experience the greatest demand for housing units associated with the Non-Aviation Alternative. It is anticipated that by the year 2013, 570 new housing units will be required by immigrants choosing to reside in Blytheville. This number of units comprises 6.4 percent of the housing stock in the community in 1990 and 8.7 percent of the units projected for 2013. The city of Gosnell is expected to experience a demand for 244 new housing units. This demand comprises 17.7 percent of the number of units in the community in 1990 and 10.1 percent of the units projected for 2013.

#### **4.4.4 No-Action Alternative**

Housing effects under the No-Action Alternative would be the same as those described in Section 3.4 for closure conditions.

### **4.5 PUBLIC SERVICES**

Effects to key local public services are determined by the change in demand for personnel and facilities arising from project implementation. The ability to accommodate increased demand or to respond to decreases in demand while maintaining accustomed levels of public service is examined based on potential changes in demand for services.

Direct effects to public services would arise from changes in levels of employment at the project site and consequent changes in public service demand. The number of workers at the site, their accompanying dependents, and their settlement patterns would affect public service demand and corresponding service provision throughout the ROI. Current levels of public service (student/certified staff and governmental/health care employees per 1,000 population ratios) are used as standards of service. Potential project effects are determined by either the necessary addition or reduction of public service employees (e.g., municipal employees, school staff, police officers, fire fighters, health care providers) needed to serve resulting project-related population increases or decreases.

Other direct effects would focus on increased service demand resulting from additional area and infrastructure arising from the shift from federal administration of Eaker AFB to public administration of that project area. Following disposition of any parcel to the private sector, either Mississippi County or the cities of Blytheville and Gosnell would become responsible for serving the demand for municipal services, police protection, fire protection, and health care provision over the base area for some reuse alternatives. Also, local service providers would lose Air Force support in the form of aid agreements (e.g., for public education and fire protection).

#### **4.5.1 Local Government**

Potential effects to local government structure and employment are examined for each alternative. The analysis considers project-related changes in service area and infrastructure responsibility as well as population changes resulting under each alternative.

Because of the magnitude of some effects of closure and reuse, level-of-service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided were considered.

**4.5.1.1 Proposed Action.** Effects to local government employment arising from implementation of the Proposed Action are presented in Table 4.5-1. Mississippi County would need an additional 4 employees in 2003 and 24 employees in 2013 to maintain current service levels.

**Table 4.5-1. Proposed Action: Total Government Employment Effects**

	1998	2003	2013
Mississippi County	0	4	24
Blytheville	0	6	35
Gosnell	0	1	7

Under the Proposed Action, the city of Blytheville would experience the greatest increase in government service demand of any jurisdiction in the region based on per-capita calculations. City employment related to operations at the project site would increase beginning in 2002 with 3 employees, increasing to 6 employees in 2003 and 35 in 2013 in order to maintain current per-capita levels of service.

Because the project site is located primarily within the city limits of Blytheville, administration of the area would become the responsibility of the city during reuse. Services such as police, fire, sanitation, and street maintenance would need to be extended by the city to serve the additional area and infrastructure requirements. In addition to the calculated per-capita increases presented above, further increases in city employment and facilities infrastructure (in addition to and complementing the existing base infrastructure) may be required to serve this area.

The city of Gosnell would need an additional seven employees by 2013 to maintain current service levels and meet project-related demand.

**4.5.1.2 General Aviation Alternative.** Effects to local government employment arising from implementation of the General Aviation Alternative are presented in Table 4.5-2. Mississippi County would need an additional eight employees by 2013 to maintain current service levels. The city of Blytheville would need an additional 12 employees by 2013 to maintain current service levels, and the city of Gosnell would require two additional employees by 2013 to maintain current service levels.

**Table 4.5-2. General Aviation Alternative: Total Government Employment Effects**

	1998	2003	2013
Mississippi County	0	0	8
Blytheville	0	0	12
Gosnell	0	0	2

**4.5.1.3 Non-Aviation Alternative.** Effects to local government employment arising from implementation of the Non-Aviation Alternative are presented in Table 4.5-3. Mississippi County would need an additional nine employees to meet site-related operations by 2013 and maintain current service levels. The city of Blytheville would need an additional 13 employees by 2013 to maintain current service levels, and the city of Gosnell would require two additional employees by 2013 to maintain current service levels.

**Table 4.5-3. Non-Aviation Alternative: Total Government Employment Effects**

	1998	2003	2013
Mississippi County	0	0	9
Blytheville	0	0	13
Gosnell	0	0	2

**4.5.1.4 No-Action Alternative.** Under the No-Action Alternative, the U.S. Government would retain ownership of the Eaker AFB property. A caretaker contractor would maintain the facilities and grounds. Local government effects for the No-Action Alternative would be those described in Section 3.5.1 as closure conditions.

#### **4.5.2 Public Education**

Potential effects to education services and facilities are examined for each alternative. The analysis considers project-related population change and its effect on local enrollments and teaching staff strengths.

Projected levels of enrollments under the Proposed Action would be greater than those levels arising under the other project alternatives over the long term and would begin slightly earlier, 2002 under the Proposed Action compared to 2006 under the General Aviation Alternative and 2005 under the Non-Aviation Alternative.

**4.5.2.1 Proposed Action.** Potential impacts to public school enrollments and certified staff strength from implementation of the Proposed Action are presented in Tables 4.5-4 and 4.5-5, respectively. Total regional public school enrollments related to operations at the Eaker AFB site would be approximately 400 students in 2003 and more than 2,300 students in 2013. The greatest effects are estimated for the Blytheville and Gosnell school districts.

**Table 4.5-4. Proposed Action: Total Enrollment Effects**

	<b>1998</b>	<b>2003</b>	<b>2013</b>
Blytheville School District	0	149	871
Gosnell School District	0	64	373
Remainder of Mississippi County	0	24	138
Remainder of 5-County ROI	0	159	958
<b>Total</b>	<b>0</b>	<b>396</b>	<b>2,340</b>

**Table 4.5-5. Proposed Action: Total Certified Staff Effects**

	<b>1998</b>	<b>2003</b>	<b>2013</b>
Blytheville School District	0	11	62
Gosnell School District	0	5	27

Enrollment increases from this alternative would not begin until 2002 for both school districts. Enrollments in the Gosnell School District attributable to the Proposed Action at the project site are projected to be 64 students in 2003, and 373 students in 2013. The latter figure is approximately 16 percent of the current 2,287 enrollment in the Gosnell School District. Enrollment projections for the Blytheville School District are 149 students in

2003, and 871 students in 2013. The latter figure is approximately 21 percent of the current 4,233 enrollment in the Blytheville School District.

Corresponding changes in certified staff strength and facility use would accompany these projected enrollment changes. Enrollments related to the Proposed Action through 2013 would result in demand for 11 additional teaching staff in 2003 and 62 in 2013 in the Blytheville School District and 5 additional certified staff in 2003 and 27 in 2013 in the Gosnell School District.

**4.5.2.2 General Aviation Alternative.** Enrollments in the Blytheville School District attributable to the General Aviation Alternative are projected to be 298 students in 2013, with a corresponding demand for 21 certified staff (Tables 4.5-6 and 4.5-7, respectively).

**Table 4.5-6. General Aviation Alternative: Total Enrollment Effects**

	1998	2003	2013
Blytheville School District	0	0	298
Gosnell School District	0	0	128
Remainder of Mississippi County	0	0	47
Remainder of 5-County ROI	0	0	327
<b>Total</b>	0	0	800

**Table 4.5-7. General Aviation Alternative: Total Certified Staff Effects**

	1998	2003	2013
Blytheville School District	0	0	21
Gosnell School District	0	0	9

Enrollments in the Gosnell School District attributable to the General Aviation Alternative are projected to be 128 students in 2013, with an increase of 9 certified staff. Enrollment increases from this alternative would not begin until 2006 for both school districts.

**4.5.2.3 Non-Aviation Alternative.** Enrollments in the Blytheville School District attributable to the Non-Aviation Alternative are projected to be 325 students in 2013, with a corresponding demand for 23 certified staff (Tables 4.5-8 and 4.5-9, respectively).

**Table 4.5-8. Non-Aviation Alternative: Total Enrollment Effects**

	1998	2003	2013
Blytheville School District	0	0	325
Gosnell School District	0	0	139
Remainder of Mississippi County	0	0	52
Remainder of 5 County ROI	0	0	356
<b>Total</b>	<b>0</b>	<b>0</b>	<b>872</b>

**Table 4.5-9. Non-Aviation Alternative: Total Certified Staff Effects**

	1998	2003	2013
Blytheville School District	0	0	23
Gosnell School District	0	0	10

Enrollments in the Gosnell School District attributable to the Non-Aviation Alternative are projected to be 139 students in 2013 with an increase of 10 certified staff. Enrollment increases from this alternative would not begin until 2005, for both school districts.

**4.5.2.4 No-Action Alternative.** Public education effects for the No-Action Alternative would be those described in Section 3.5.2 as closure conditions.

#### **4.5.3 Police Protection**

Under each alternative, potential effects to police protection services are examined based on reuse-related population, responsibility changes, increased areas of service, and infrastructure. Because of the magnitude of some effects of closure and reuse, level-of-service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided were considered. The analysis considers the police departments of Blytheville and Gosnell, the two communities most likely to be effected by the reuse of Eaker AFB. In addition, potential effects to the Mississippi County Sheriff's Department are assessed. The vast majority of Eaker AFB is within the city of Blytheville requiring the Blytheville Police Department to assume most of the responsibility for law enforcement at the site.

In addition to the need for additional personnel and equipment based on immigrant population, further expansion of staff, equipment, and infrastructure may be required to adequately service the site. After base closure, the

Blytheville Police Department would assume responsibility for law enforcement and police protection of the base area since it is located within the Blytheville city limits. The Blytheville Police Department would need to add 6 vehicles and up to 18 officers to cover additional patrol areas (Christie, 1992).

**4.5.3.1 Proposed Action.** The number of additional sworn police officers required, as a result of implementation of the Proposed Action and the in-migration of persons to the region, are presented in Table 4.5-10. No effects would be experienced until the year 2003, when it is expected that a single officer would be required in each of the jurisdictions under assessment. By the year 2013, the number of additional officers required would be 3 for the Mississippi County Sheriff's Department, 8 for the Blytheville Police Department, and 3 for the Gosnell Police Department. These projections are derived from the application of per-capita factors based on current service levels in the respective jurisdictions. For police protection the per-capita ratio was 2 sworn officers per 1,000 population.

**Table 4.5-10. Proposed Action: Total Police Protection Effects (number of additional sworn officers)**

	1998	2003	2013
Mississippi County Sheriff	0	1	3
Blytheville Police Department	0	1	8
Gosnell Police Department	0	1	3

**4.5.3.2 General Aviation Alternative.** The numbers of additional sworn police officers required, as a result of implementation of the General Aviation Alternative and the in-migration of persons to the region, are presented in Table 4.5-11. No effects would be experienced until the year 2013, when it is expected that one officer would be required in the Mississippi County Sheriff's Department and one in the Gosnell Police Department. It is anticipated that the Blytheville Police Department would require the addition of three officers by the year 2013.

**4.5.3.3 Non-Aviation Alternative.** Effects anticipated under the Non-Aviation Alternative are virtually identical to those associated with the General Aviation Alternative with effects beginning in 2013. By this time it is expected that one additional officer would be required in the Mississippi County Sheriff's Department and the Gosnell Police Department, with three additional officers required in the Blytheville Police Department (Table 4.5-12).

**Table 4.5-11. General Aviation Alternative: Total Police Protection Effects  
(number of additional sworn officers)**

	1998	2003	2013
Mississippi County Sheriff	0	0	1
Blytheville Police Department	0	0	3
Gosnell Police Department	0	0	1

**Table 4.5-12. Non-Aviation Alternative: Total Police Protection Effects  
(number of additional sworn officers)**

	1998	2003	2013
Mississippi County Sheriff	0	0	1
Blytheville Police Department	0	0	3
Gosnell Police Department	0	0	1

**4.5.3.4 No-Action Alternative.** Police protection effects for the No-Action Alternative would be those described in Section 3.5.3 as closure conditions.

#### **4.5.4 Fire Protection**

Under each alternative, potential effects to fire protection services are examined. The analysis considers reuse-related population, service areas, and infrastructure responsibility changes. Potential effects to response time and fire insurance ratings are a function of the geographical distribution of the population and property under protection. The exact distribution of in-migrants associated with employment opportunities generated at the site are not known and, therefore, effects to fire ratings cannot be projected.

Because most of Eaker AFB is within the city of Blytheville, the Blytheville Fire Department would assume most of the responsibility for fire protection at the site. In addition to the need for additional personnel and equipment based on in-migrant population, further expansion of staff, equipment, and infrastructure would be required to adequately service the site. Current staffing and equipment levels are not considered adequate to meet the new demands. According to the Blytheville Fire Department, an estimated 15 additional personnel, 2 pumper, and a new station (preferably on base) would be needed under post-closure conditions.

**4.5.4.1 Proposed Action.** The number of additional fire fighters required as a result of implementation of the Proposed Action and the in-migration of persons to the region is presented in Table 4.5-13. No effects would be experienced until 2003, when it is expected that one additional fire fighter would be required in each of the jurisdictions under assessment, i.e., city of

**Table 4.5-13. Proposed Action: Total Fire Protection Effects (number of additional fire fighters)**

	1998	2003	2013
Blytheville Fire Department	0	1	8
Gosnell Volunteer Fire Department	0	1	3

Blytheville and city of Gosnell fire departments. By 2013, the Blytheville Fire Department would require 8 additional fire fighters, and the Gosnell Volunteer Fire Department would require 3 additional personnel. These projections are derived from the application of per-capita factors based on current service levels in the city of Blytheville and a planning standard of 2 fire fighters per 1,000 residents in the city of Gosnell.

**4.5.4.2 General Aviation Alternative.** The number of additional fire fighters required as a result of implementation of the General Aviation Alternative and the in-migration of persons to the region is presented in Table 4.5-14. No effects would be experienced until 2013, when it is expected that two fire fighters in the Blytheville Fire Department and one fire fighter in the Gosnell Volunteer Fire Department would be required.

**Table 4.5-14. General Aviation Alternative: Total Fire Protection Effects (number of additional fire fighters)**

	1998	2003	2013
Blytheville Fire Department	0	1	2
Gosnell Volunteer Fire Department	0	1	1

**4.5.4.3 Non-Aviation Alternative.** The number of additional fire fighters required as a result of implementation of the Non-Aviation Alternative and the in-migration of persons to the region is presented in Table 4.5-15. No impacts would be experienced until 2013, when it is expected that two fire fighters in the Blytheville Fire Department and one additional fire fighter in the Gosnell Volunteer Fire Department would be required.

**4.5.4.4 No-Action Alternative.** Fire protection effects for the No-Action Alternative would be those described effects in Section 3.5.4 as closure conditions.

**Table 4.5-15. Non-Aviation Alternative: Total Fire Protection Effects  
(number of additional fire fighters)**

	1998	2003	2013
Blytheville Fire Department	0	0	2
Gosnell Volunteer Fire Department	0	0	1

#### **4.5.5 Health Care**

Potential effects to regional health care services are attributable to two primary factors: (1) the closure of the base hospital and (2) the addition of population to the region because of the employment opportunities offered by the reuse development. The effects to the hospitals of the region are described below.

**4.5.5.1 Proposed Action.** Under the Proposed Action, the Eaker AFB Hospital will close. As a result of this, many of the military retirees and their dependents who receive health care services at Eaker AFB will utilize facilities and services in the private sector. As described in more detail in Section 3.5.5, approximately 5,000 patients are registered through the appointment system of the base hospital, accounting for 230 in-patient admissions and 16,440 out-patient visits in 1991. This would add 780 bed days to the current demand accommodated by the hospitals of the region which translates into less than 2 additional beds per year.

However, it is unlikely that the additional demand for health care services by the military retirees and their dependents would reach these levels since there are a number of health care facilities at other DOD installations within a reasonable distance of Eaker AFB such as Millington Naval Hospital in Tennessee. Occupancy rates in the region vary between 50 and 70 percent and the estimated increase in demand can easily be accommodated.

All health care needs (including prescription drugs and equipment) are now provided free of charge, on a space-available basis, to all retirees and dependents. With the closure of the Eaker AFB Hospital, these persons will have to rely on CHAMPUS to pay for services rendered to them by health care providers in the private sector.

It is anticipated that the in-migration of persons to the region will generate a demand for additional hospital beds. This additional demand, however, is small and expected to be accommodated by existing facilities without the need to add either personnel or equipment.

**4.5.5.2 General Aviation Alternative.** Health care services available to military retirees and their dependents under the General Aviation Alternative are the same as for the Proposed Action.

The additional demand related to in-migration is small and is anticipated to be accommodated by existing facilities without the need to add either personnel or equipment.

**4.5.5.3 Non-Aviation Alternative.** Health care services available to military retirees and their dependents for the Non-Aviation Alternative are the same as for the Proposed Action.

The additional demand related to in-migration is small and should be accommodated by existing facilities without the need to add either personnel or equipment.

**4.5.5.4 No-Action Alternative.** Health care effects for the No-Action Alternative would be those described in Section 3.5.5 as closure conditions.

## **4.6 PUBLIC FINANCE**

Fiscal effects to potentially affected jurisdictions are presented in this section. The results represent the net effects of reuse after accounting for the out-migration of the direct and indirect military and civilian jobs associated with phasing out the Eaker AFB military mission. The effects assessed here relate specifically to changes in revenues and expenditures associated with the implementation of the project only. This does not include assessments of other anticipated local economic activities or changes to local tax policy.

### **4.6.1 Proposed Action**

The public finance effects to Mississippi County and the cities of Blytheville and Gosnell are assessed in terms of changes in projected net fiscal receipts. These are calculated using a per-capita net revenue measure developed for conditions prior to closure. The per-capita values are \$7.75 for Mississippi County, \$11.57 for the city of Blytheville, and \$4.08 for the city of Gosnell. This same set of assumptions was utilized for the General Aviation and Non-Aviation alternatives. Fiscal deficits may initially require either a cutback in service and/or an increase in revenues.

**4.6.1.1 Mississippi County.** Net fiscal receipts for Mississippi County are estimated to decline approximately \$48,000 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the county, which would initially occur in the ninth year (2002) of implementation of the Proposed Action. At that time, the deficit attributable to closure of Eaker AFB would also gradually be reduced. The deficit would

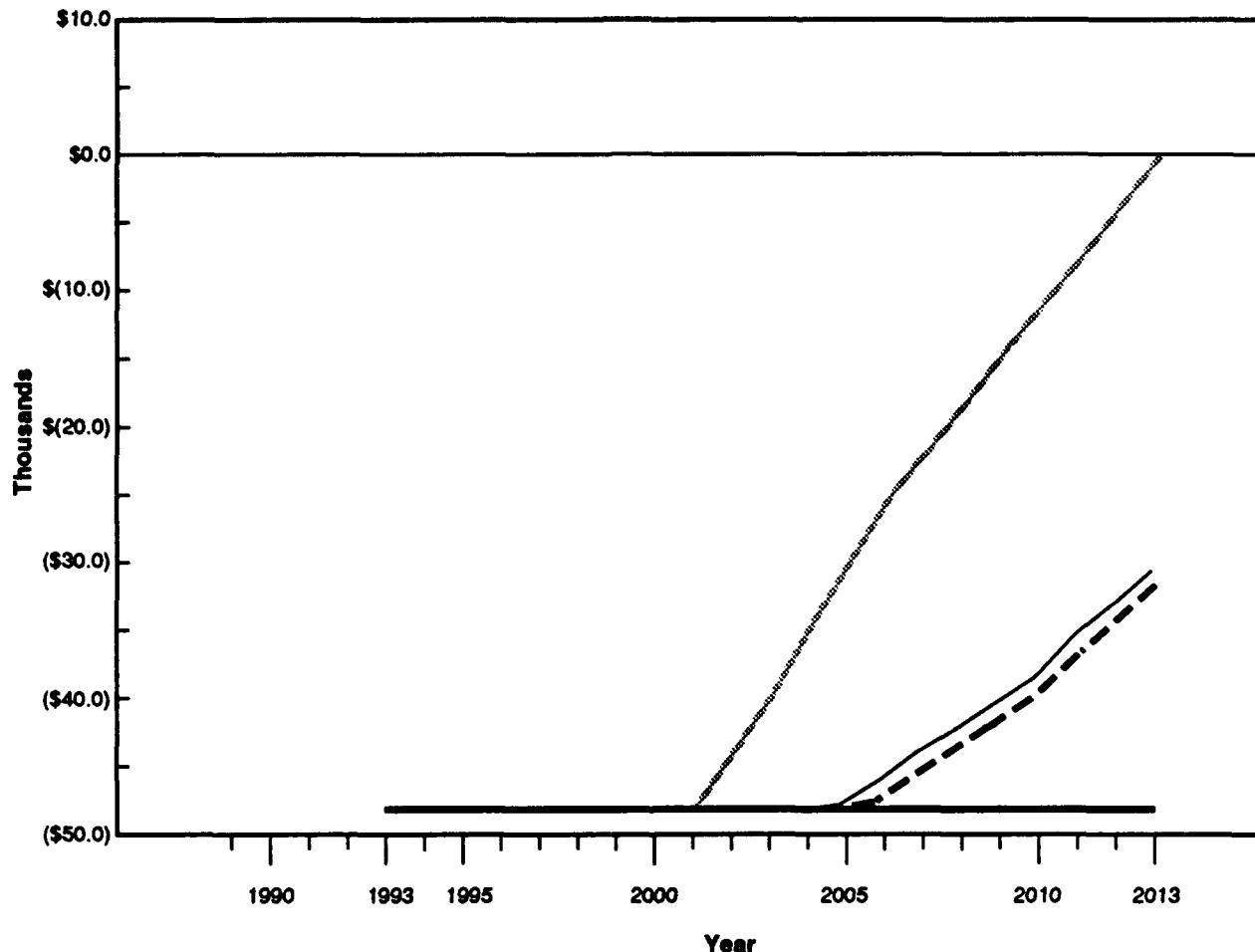
remain unchanged in 1998, and be reduced to approximately \$39,900 by 2003 and \$300 in 2013 (Figure 4.6-1).

**4.6.1.2 City of Blytheville.** Net fiscal receipts for the city of Blytheville are estimated to decline by approximately \$45,000 because of the closure of Eaker AFB and the out-migration of all active duty personnel and a fraction of the civilian employees. This deficit begins to be reduced as persons migrate into the community. This event initially occurs in the ninth year (2002) of implementation of the Proposed Action and the deficit attributable to closure of Eaker AFB is gradually reduced. The deficit would remain unchanged in 1998, and be reduced to \$37,500 by 2003, and further to less than \$300 in 2013 (Figure 4.6-2).

**4.6.1.3 City of Gosnell.** Net fiscal receipts for the city of Gosnell are estimated to decline by approximately \$6,800 because of the closure of Eaker AFB and the out-migration of all active duty personnel and a fraction of the civilian employees. This deficit begins to be reduced as persons migrate into the community. This event initially occurs in the ninth year (2002) of implementation of the Proposed Action and the deficit attributable to closure of Eaker AFB is gradually reduced. The deficit would remain unchanged in 1998, and be reduced to \$5,600 by 2003, and further to less than \$100 in 2013 (Figure 4.6-3).

**4.6.1.4 Blytheville School District.** If no reuse actions occur at Eaker AFB, the post-closure net fiscal position of the Blytheville School District is assumed to remain at its forecasted closure value of \$217,000 million in lost revenues resulting from \$216,000 in lost state aid (approximately \$1,802 per student) and \$1,000 in lost Public Law 81-874 funds as a result of the loss of 120 students. If expenditures for the Salaries/Benefits/Supplies budget category are reduced on a per-student basis (approximately \$2,000 per student in FY 1991), but other operating costs remain the same, lower revenue could be offset by lower costs of approximately \$186,000 producing a change (reduction) in net deficit fiscal position of \$31,000 compared to closure conditions. This projection assumes that no other budget changes occur and no offsetting governmental actions are taken. Figure 4.6-4 presents the net fiscal effect to the Blytheville School District compared to this projected closure level for the Proposed Action and each reuse alternative.

Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. For each additional student, the school district will receive approximately \$2,325 in state aid but will, at the same time incur costs (attributable to salaries, benefits, and supplies) of about \$2,080. The net change in 2013, compared to the post-closure scenario, is potentially a gain of approximately \$280,000 (from 871 new students) with no effects until the year 2002. This results in a positive fund balance of \$188,000 in FY 2013.



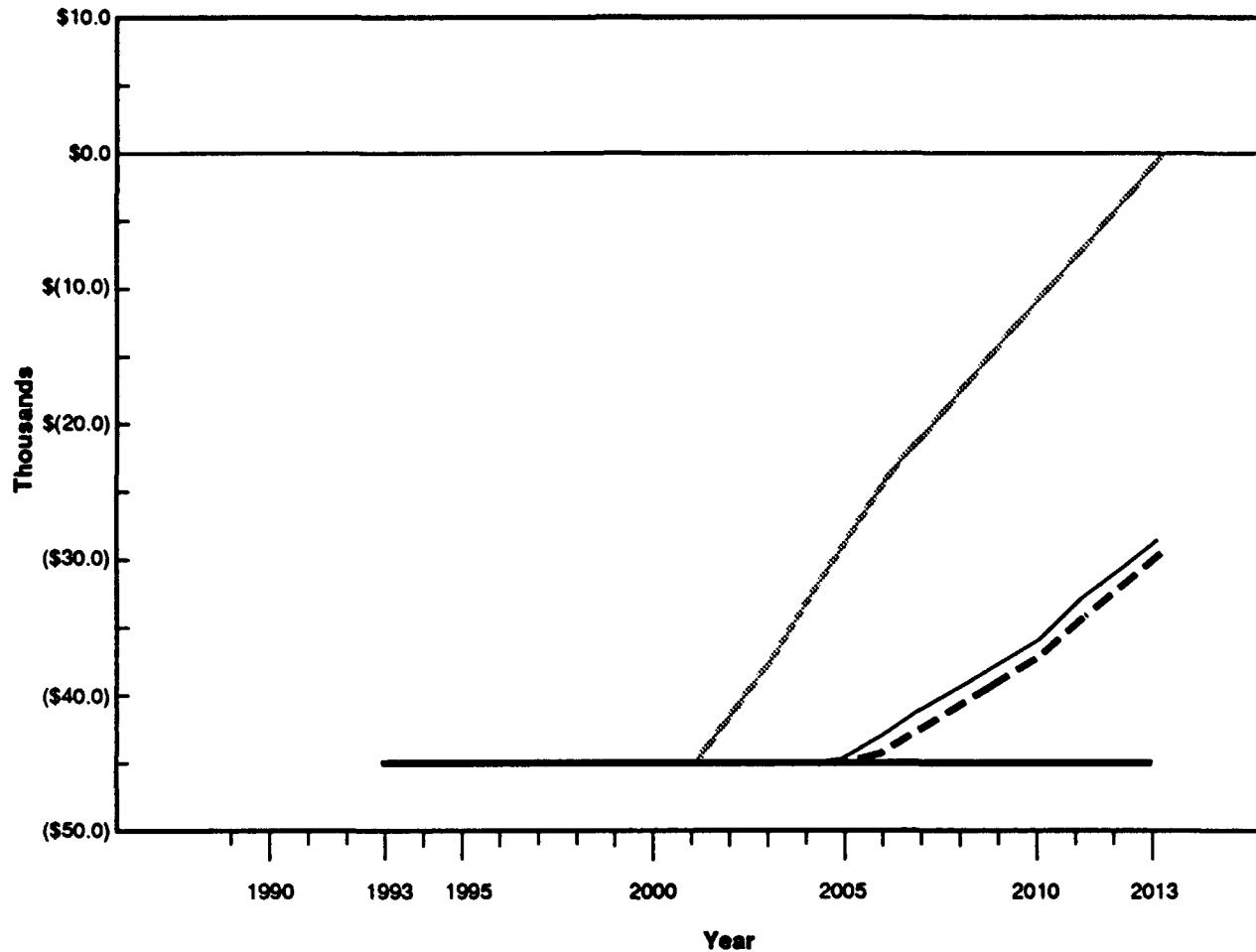
Note: Fiscal projections for reuse alternatives are identical until year 2001.

#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- General Aviation
- Non-Aviation

**Mississippi County,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1982=100)**

**Figure 4.6-1**



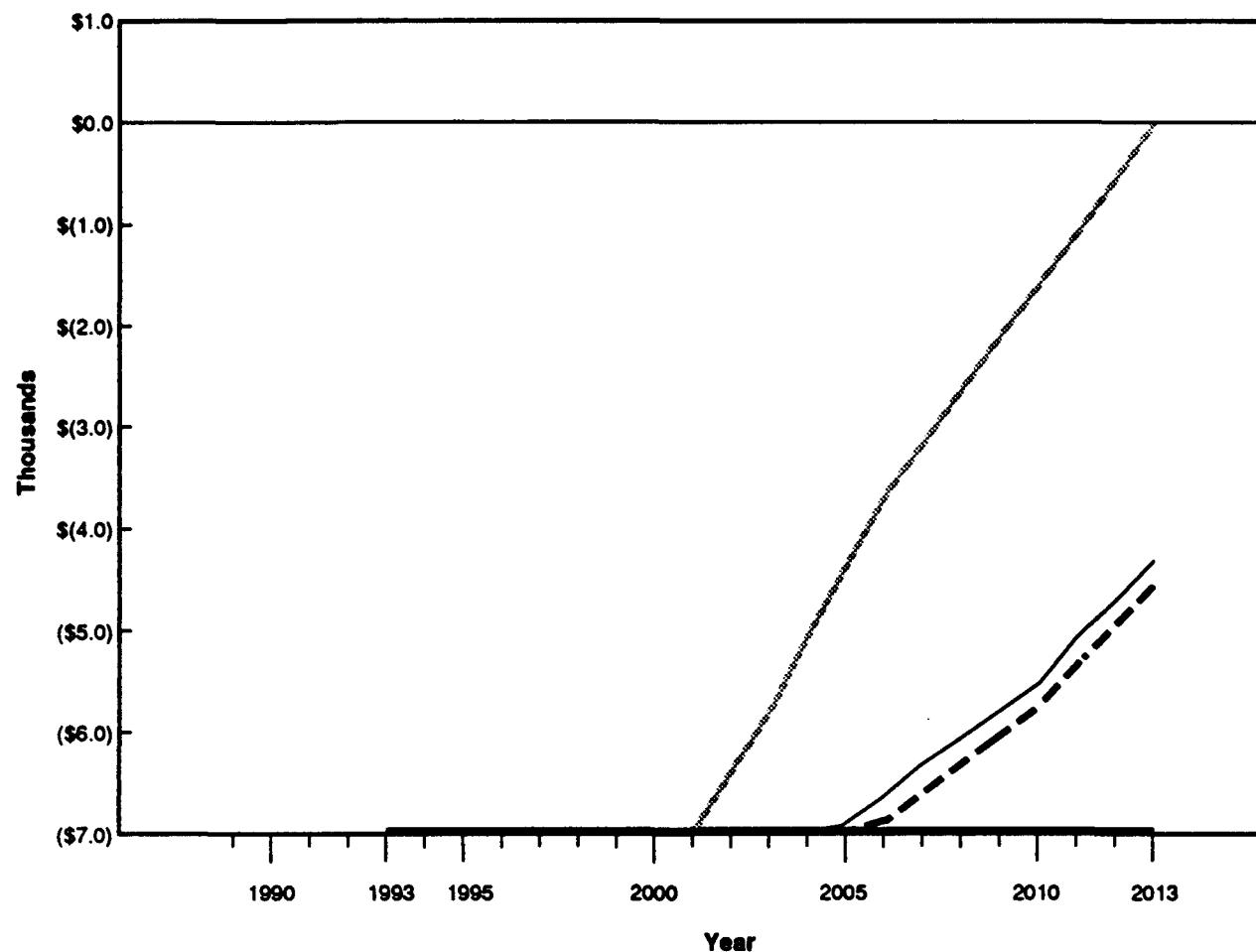
Note: Fiscal projections for reuse alternatives are identical until year 2001.

#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- — General Aviation
- ·— Non-Aviation

**City of Blytheville,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives  
(1982=100)**

**Figure 4.6-2**



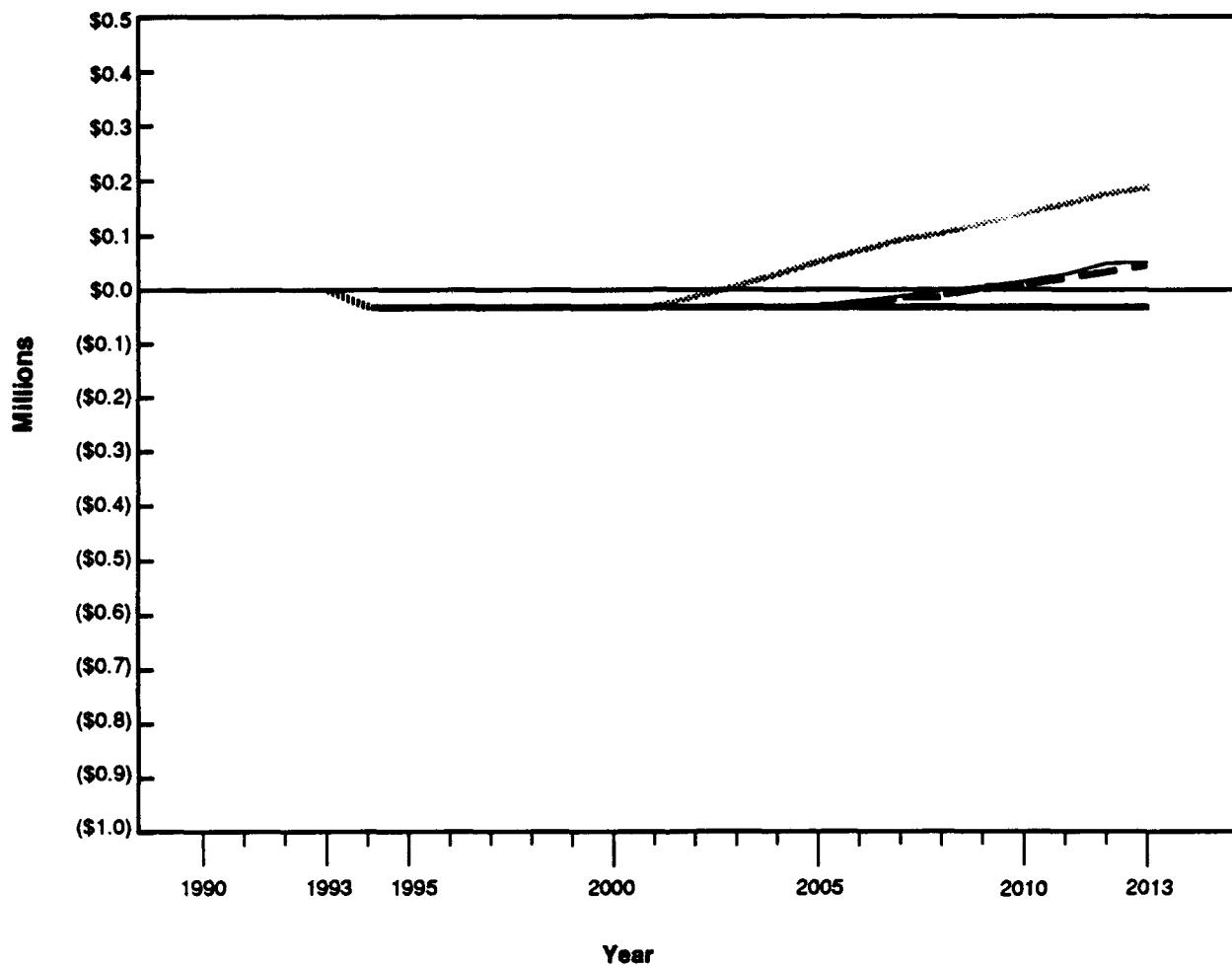
Note: Fiscal projections for reuse alternatives are identical until year 2001.

#### EXPLANATION

- No-Action/Post-Closure
- Proposed Action
- General Aviation
- Non-Aviation

**City of Gosnell, Net  
Fiscal Projections,  
Proposed Action and  
Alternatives  
(1982=100)**

**Figure 4.6-3**



Note: Fiscal projections for reuse alternatives are identical until year 2001.

#### EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- — General Aviation
- Non-Aviation
- Preclosure

**City of Blytheville  
School District,  
Net Fiscal Projections,  
Proposed Action and  
Alternatives (1982=100)**

**Figure 4.6-4**

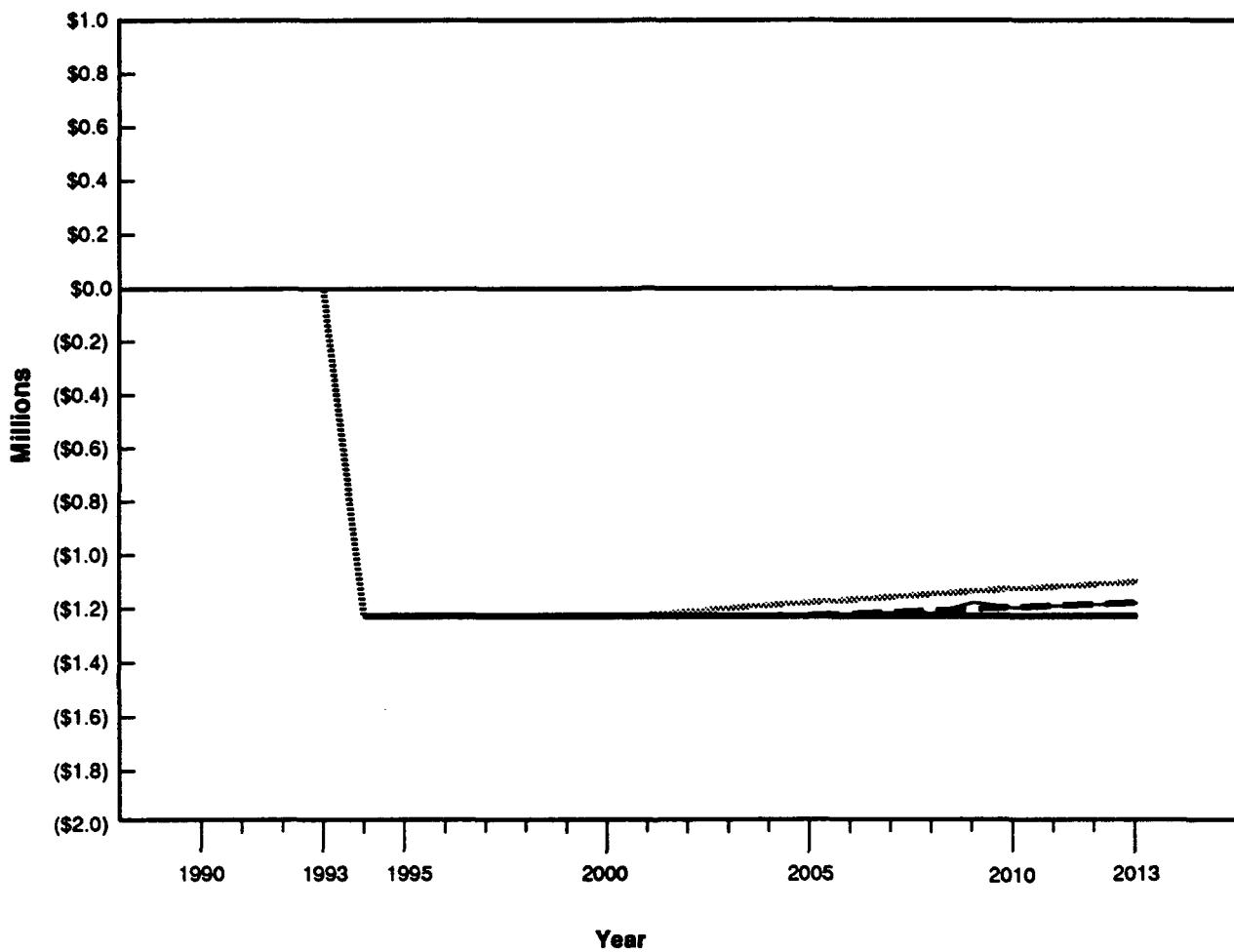
**4.6.1.5 Gosnell School District.** If no reuse actions occur at Eaker AFB, the post-closure net fiscal position of the Gosnell School District is assumed to remain at its forecasted closure value of \$3.1 million in lost revenues resulting from approximately \$2.2 million in lost state aid (approximately \$2,500 per student) and \$0.9 million in lost Public Law 81-874 funds as a result of the loss of 1,153 students. If expenditures for the Salaries/Benefits/Supplies budget category are reduced on a per-student basis (approximately \$2,080 per student in FY 1991), but other operating costs remain the same, lower revenues could be offset by lower costs of approximately \$1.9 million, producing a reduction in net deficit fiscal position of \$1.2 million compared to closure conditions. This projection assumes that no other budget changes occur and no offsetting government actions are taken. Figure 4.6-5 presents the net fiscal effect to the Gosnell School District compared to this projected closure level for the Proposed Action and each alternative.

Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. For each additional student the school district will receive approximately \$2,500 in state aid but will, at the same time, incur costs (attributable to salaries, benefits, and supplies) of about \$2,080. The net change in 2013, compared to the post-closure scenario, is a potential gain of approximately \$124,000 (from 373 new students) with no effects until the year 2002. This results in a shortfall of \$1,119,000 in FY 2013.

#### **4.6.2 General Aviation Alternative**

**4.6.2.1 Mississippi County.** Net fiscal receipts of Mississippi County are estimated to decline approximately \$48,000 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the community. This event initially occurs in the thirteenth year (2006) of implementation of the General Aviation Alternative and the deficit attributable to closure of Eaker AFB is gradually reduced. The deficit remains unchanged from 1998 through 2003. By 2013, the deficit will have been reduced to \$31,700 (see Figure 4.6-1).

**4.6.2.2 City of Blytheville.** Net fiscal receipts for the city of Blytheville are estimated to decline approximately \$45,000 because of the closure of Eaker AFB, the out-migration of all active duty personnel, and the out-migration of a fraction of the civilian employees. This deficit would begin to diminish as persons migrate into the community, initially occurring in the thirteenth year (2006) of implementation of the General Aviation Alternative. At this time, the deficit attributable to closure of Eaker AFB would also gradually be reduced. The deficit would remain unchanged through 2003. By 2013, the deficit would be reduced to \$29,650 (see Figure 4.6-2).



Note: Fiscal projections for reuse alternatives are identical until the year 2001.

#### EXPLANATION

- Post-Closure/No-Action
- Proposed Action
- - - General Aviation
- Non-Aviation
- Preclosure

#### City of Gosnell School District, Net Fiscal Projections, Proposed Action and Alternatives (1982=100)

Figure 4.6-5

**4.6.2.3 City of Gosnell.** Net fiscal receipts of the city of Gosnell are estimated to decline by approximately \$6,800 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the community, which would initially occur in the thirteenth year (2006) of implementation of the General Aviation Alternative. At this time, the deficit attributable to closure of Eaker AFB would also gradually be reduced. The deficit would remain unchanged through 2003. By 2013, the deficit would be reduced to \$4,500 (see Figure 4.6-3).

**4.6.2.4 Blytheville School District.** Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. The net change in 2013, compared to the post-closure scenario, is a potential gain of approximately \$95,000 (from 298 new students) with no effects until the year 2006. Compared to the Proposed Action, this alternative would potentially result in fewer students in 2013 (298 versus 871) and the net fiscal gain would be somewhat lower. This results in a positive fund balance of \$44,000 in FY 2013.

**4.6.2.5 Gosnell School District.** Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. The net change in 2013, compared to the post-closure scenario, is a potential gain of approximately \$55,000 in 2013 (from 128 new students), with no effects until the year 2006. Compared to the Proposed Action, this alternative would potentially result in fewer students in 2013 (128 versus 373), and the net fiscal gain would be somewhat lower. This results in a shortfall of \$1,199,000 in FY 2013.

#### **4.6.3 Non-Aviation Alternative**

**4.6.3.1 Mississippi County.** Net fiscal receipts of Mississippi County are estimated to decline by approximately \$48,000 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the community, which would initially occur in the twelfth year (2005) of implementation of the Non-Aviation Alternative. At this time, the deficit attributable to closure of Eaker AFB would also be gradually reduced. The deficit remains unchanged through 2003. By 2013, the deficit would be reduced to \$30,250 (see Figure 4.6-1).

**4.6.3.2 City of Blytheville.** Net fiscal receipts of the city of Blytheville are estimated to decline by approximately \$45,000 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the community, initially occurring in the twelfth year (2005) of implementation of the Non-Aviation Alternative. At this time, the deficit attributable to closure of Eaker AFB would also gradually be reduced. The deficit would remain unchanged through 2003. By 2013, the deficit would be reduced to \$28,550 (see Figure 4.6-2).

**4.6.3.3 City of Gosnell.** Net fiscal receipts of the city of Gosnell are estimated to decline by approximately \$6,800 because of the closure of Eaker AFB. This deficit would begin to diminish as persons migrate into the community, initially occurring in the twelfth year (2005) of implementation of the Non-Aviation Alternative. At this time, the deficit attributable to closure of Eaker AFB would also be gradually reduced. The deficit would remain unchanged through 2003. By 2013, the deficit would be reduced to \$4,300 (see Figure 4.6-3).

**4.6.3.4 Blytheville School District.** Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. The net change in 2013, compared to the post-closure scenario, is a potential gain of approximately \$105,000 (from 325 new students) with no effects until the year 2005. Compared to the Proposed Action, this alternative would potentially result in fewer students in 2013 (325 versus 871), and the net fiscal gain would be somewhat lower. This results in a positive fund balance of \$51,000 in FY 2013.

**4.6.3.5 Gosnell School District.** Growth associated with reuse of the base would represent a positive change compared to the post-closure scenario. The net change in 2013, compared to the post-closure scenario, is a potential gain of approximately \$60,000 (from 139 new students) with no effects until the year 2005. Compared to the Proposed Action, this alternative would potentially result in fewer students in 2013 (139 versus 373), and the net fiscal gain would be somewhat lower. This results in a shortfall of \$1,195,000 in FY 2013.

#### **4.6.4 No-Action Alternative**

Public finance effects for the No-Action Alternative would be those described in Section 3.6 under closure conditions.

### **4.7 TRANSPORTATION**

The effects of the Proposed Action and each alternative on the components of the transportation system (including roadways, air transportation, and other transportation modes) are presented in this section. Mitigation measures are identified for those components likely to experience substantial adverse effects under the Proposed Action and each alternative.

Traffic generated by the Proposed Action and each alternative was determined using proposed land use, employment, airline passengers, and population.

The trip distribution analysis assumed that the reuse scenarios would, in general, take advantage of the access points to the base area. Distribution of traffic to and from the base area for each reuse was based on existing

traffic patterns as determined from the *Traffic Engineering Study* prepared by the Military Traffic Management Command, the type of proposed land use, the distribution of places of residences of personnel working on Eaker AFB, and access points (Military Traffic Management Command Traffic Engineering Agency, 1988). It was assumed that the residential choices of the project-related employees would correspond closely to those of base personnel.

Because neither the Proposed Action nor any of the alternatives assumes direct use of local railroads or waterways, effects on rail and waterway transport are expected to be minimal and are not included in the study. Likewise, air transportation effects are also likely to be negligible due to the abundance of general aviation airports already in the region that are expected to handle future increases in air transportation demand and are not included.

#### 4.7.1 Proposed Action

**4.7.1.1 Roadways.** Seven access points to the base were used to distribute traffic generated by approximately 9,700 employees, 3,120 annual airline passengers, land use, and population associated with the Proposed Action. At build out it is estimated that 25,200 one-way trips (vehicle trip ends) would be generated by the Proposed Action on a typical weekday (a round trip comprises two vehicle trip ends). The number of estimated trips generated by on-site development at various phases of reuse is depicted in Table 4.7-1. The number of trips generated by the Proposed Action would increase steadily, exceeding the 1991 preclosure level by the year 2003. The greatest change in average daily traffic would occur between 2003 and 2013.

**Table 4.7-1. Summary of Total Daily Trips Generated by Reuse Alternatives**

Reuse Alternative	1998	2003	2013
Proposed Action	2,010	9,310	25,200
General Aviation	610	4,100	16,600
Non-Aviation	2,730	9,650	20,100

Note: Daily trips generated are defined as one-way vehicle trips.

Traffic impacts on regional roads from project-generated and non-project-generated traffic would collectively increase the daily traffic on Interstate 55 by approximately 15 percent by 2013. This increase would not reduce the level of service (LOS) on Interstate 55.

All local roadways should function at LOS C or better through 1998. From 1998 to 2003, two locations (U.S. 61 near Chickasawba Street and SH 151 between the Main Gate and Gosnell) would experience some level of impeded operation (LOS D). From 2003 to 2013, the LOS of all three SH 151 locations on the west side of the base would be degraded to LOS E.

The Proposed Action assumes that existing on-base roadways would be used in the short-term during the construction period. As part of the eventual site development plan, internal circulation must accommodate the intensity of vehicular and pedestrian activities and provide an acceptable LOS including access from the local road network. Redevelopment plans are expected to incorporate internal circulation requirements which meet local planning objectives.

#### **4.7.2 General Aviation Alternative**

**4.7.2.1 Roadways.** Eight access points to the base were used to distribute traffic generated by approximately 5,900 employees, land use, and population associated with the General Aviation Alternative. At this time, it is estimated that 16,600 vehicle trip ends would be generated by the General Aviation Alternative on a typical weekday. The estimated number of trips generated by on-site development at various phases of reuse is depicted in Table 4.7-1. The number of trips generated by the General Aviation Alternative would increase steadily, exceeding the 1991 preclosure level by the year 2003. The greatest change in volume of trips would occur from 2003 to 2013.

Traffic impacts on regional roads from project-generated and non-project-generated traffic would increase the daily traffic on Interstate 55 by approximately 15 percent by 2013. This increase would not reduce the LOS on Interstate 55.

All local roadways should function at LOS C or better through 1998. From 1998 to 2003, one location (U.S. 61 near Chickasawba Street) would experience some level of impeded operation (LOS D). From 2003 to 2013, the LOS on SH 151 locations on the west side of the site would be degraded to LOS D in addition to the previously noted U.S. 61 location.

The Proposed Action assumes that existing on-base roadways would be used in the short term during the construction period. As part of the eventual site development plan, internal circulation must accommodate the intensity of vehicular and pedestrian activities and provide an acceptable LOS including access from the local road network. Redevelopment plans are expected to incorporate internal circulation requirements which meet local planning objectives.

#### **4.7.3 Non-Aviation Alternatives**

**4.7.3.1 Roadways.** Six access points to the base were used to distribute traffic generated by approximately 6,100 employees, land use, and population associated with the Non-Aviation Alternative. At this time, it is estimated that 20,100 vehicle trip ends would be generated by the Non-Aviation Alternative on a typical weekday. The estimated number of trips generated by on-site development at various phases of reuse is depicted in Table 4.2-1. The number of trips generated by the Non-Aviation Alternative would increase steadily, exceeding the 1991 preclosure level by the year 2003. The greatest change in volume of trips would occur from 2003 to 2013.

Traffic impacts on regional roads from project-generated and non-project-generated traffic would increase the daily traffic on Interstate 55 by approximately 15 percent by 2013. This increase would not reduce the LOS on Interstate 55.

All local roadways should function at LOS C or better through 1998. From 1998 to 2003, two locations (U.S. 61 near Chickasawba Street and SH 151 between the Main Gate and Gosnell) would experience some level of impeded operation (LOS D). From 2003 to 2013, the LOS on all three SH 151 locations on the west side of the site would be degraded to LOS E.

The Non-Aviation Alternative assumes that existing on-base roadways would be used in the short term during the construction period. As part of the eventual site development plan, internal circulation must accommodate the intensity of vehicular and pedestrian activities and provide an acceptable LOS including access from the local road network. Redevelopment plans are expected to incorporate internal circulation requirements which meet local planning objectives.

#### **4.7.4 No-Action Alternative**

Transportation effects of the No-Action Alternative would be the same as those conditions described in Section 3.7. With Eaker AFB closed and in caretaker status, transportation demands in Mississippi County and Blytheville will decline as the population drops. However, with the population of Gosnell increasing from 3,200 in 1993 to 6,200 persons in 2013, peak hour volumes are expected to increase for SH 151 and SH 181. On SH 151 it is anticipated that peak hour volumes will reach 2,300 vehicles and will operate at LOS D. On SH 181 peak hour volumes will increase to 545 vehicles and operate at LOS B.

## **4.8 UTILITIES**

This study characterizes the type of utility demand and subsequent infrastructure changes that would be required under each reuse alternative. The specific on-base infrastructural improvements needed, and the associated costs with such improvements, would be borne directly or indirectly by the future site developer(s).

### **4.8.1 Proposed Action**

A summary of utility demand changes associated with the Proposed Action is shown in Table 4.8.1. Under the Proposed Action, the increased demand for water, wastewater, electricity, and gas would be less than 1.5 percent of the demand projected under post-closure conditions through 1998. Solid waste disposal would increase by 19 percent as a result of the additional volume associated with the demolition of on-base structures through this same period. By 2013, the overall increase in utility demand from the Proposed Action would range from 34.4 to 44.6 percent above projected post-closure conditions for water, wastewater, solid waste, and gas. Electricity demand is expected to increase less than 2 percent above the projected post-closure conditions.

The increased population and resulting increase in utility demand of the Proposed Action would be offset by the loss of population in Mississippi County and Blytheville in the 1993-1998 time frame. Various utility purveyors may be able to postpone scheduled infrastructural improvements until such time that demands require their implementation. The Gosnell Water Association will need additional well and pumping capacity to meet projected demands by the year 2013. The city of Gosnell will need to increase wastewater treatment capacity to meet baseline demands by the year 2003. Additional capacity will be needed by the year 2013 to handle project-related demands. Electric and gas service interruptions are not anticipated as a result of the Proposed Action.

### **4.8.2 General Aviation Alternative**

A summary of utility demand changes associated with this alternative is shown in Table 4.8.2. Utility demand, through 1998, would remain below 1.1 percent of the demand projected under post-closure conditions for this alternative; however, solid waste disposal would decrease by 12 percent. Long-term increases in utility demand from this reuse alternative would range from 21.5 to 39.2 percent over post-closure conditions by 2013. Electricity demand is expected to increase less than 2 percent above the projected post-closure conditions.

**Table 4.8-1. Utility Demand Changes in the ROI - Proposed Action**

	1998	2003	2013
<b>Water Consumption (in MGD)</b>			
Post-Closure Projection	3.42	3.43	3.49
Proposed Action	3.45	3.71	4.69
Change from Post-Closure Projection	0.03	0.28	1.2
Percent Change	0.9	8.2	34.4
<b>Wastewater Treatment (in MGD)</b>			
Post-Closure Projection	2.58	2.6	2.69
Proposed Action	2.6	2.82	3.63
Change from Post-Closure Projection	0.02	0.22	0.94
Percent Change	0.8	8.5	34.9
<b>Solid Waste Disposal (in tons/day)</b>			
Post-Closure Projection	98	97	97
Proposed Action	117	120	140
Change from Post-Closure Projection	19	22.8	43.3
Percent Change	19.4	23.5	44.6
<b>Electricity Consumption (in MWH/day)</b>			
Post-Closure Projection	5,776	6,376	7,771
Proposed Action	5,782	6,413	7,905
Change from Post-Closure Projection	5.6	37.1	134.6
Percent Change	0.10	0.6	1.7
<b>Natural Gas Consumption (in thousand therms per day)</b>			
Post-Closure Projection	15.4	17	20.7
Proposed Action	15.63	18.88	28.33
Change from Post-Closure Projection	0.23	1.88	7.61
Percent Change	1.5	11.1	36.7

Utility demand increases related to this reuse alternative are less than those identified under the Proposed Action. The city of Gosnell will need to construct additional wastewater treatment capacity to meet baseline demands after the year 2003. Additional capacity will be needed by the year 2013 to handle project-related demands.

#### 4.8.3 Non-Aviation Alternative

A summary of utility demand changes associated with this alternative is shown in Table 4.8-3. Utility demand, through 1998, would remain below 4.9 percent of the demand projected under post-closure conditions; however, solid waste disposal would increase by 22 percent. Long-term increases in utility demand from the Non-Aviation Alternative would range from 15.2 to 35.1 percent over post-closure conditions by 2013. Electricity demand is expected to increase by approximately 2 percent over the projected post-closure conditions.

**Table 4.8-2. Utility Demand Changes in the ROI - General Aviation Alternative**

	1998	2003	2013
<b>Water Consumption</b>			
Post-Closure Projection	3.42	3.43	3.49
General Aviation Alternative	3.44	3.54	4.24
Change from Post-Closure Projection	0.02	0.11	0.75
Percent Change	0.6	3.2	21.5
<b>Wastewater Treatment</b>			
Post-Closure Projection	2.58	2.6	2.69
General Aviation Alternative	2.6	2.7	3.34
Change from Post-Closure Projection	0.02	0.1	0.65
Percent Change	0.8	3.8	24.2
<b>Solid Waste Disposal</b>			
Post-Closure Projection	98	97	97
General Aviation Alternative	109	111	135
Change from Post-Closure Projection	11.5	14.2	38.0
Percent Change	11.7	14.6	39.2
<b>Electricity Consumption</b>			
Post-Closure Projection	5,776	6,376	7,771
General Aviation Alternative	5,780	6,401	7,895
Change from Post-Closure Projection	3.7	26.7	124.1
Percent Change	0.07	0.4	1.6
<b>Natural Gas Consumption</b>			
Post-Closure Projection	15.4	17	20.72
General Aviation Alternative	15.6	18	27
Change from Post-Closure Projection	0.17	1.11	6.26
Percent Change	1.1	6.5	30.2

Utility demand increases related to this reuse alternative are slightly less than those identified under the Proposed Action. The city of Gosnell will need to construct additional wastewater treatment capacity to meet baseline demands after the year 2003. Additional capacity will be needed by the year 2013 to handle project-related demands.

#### **4.8.4 No-Action Alternative**

Utility effects for the No-Action Alternative would be those described in Section 3.8 as closure conditions.

### **4.9 OTHER LAND USE CONCEPTS**

Other land use concepts would be initiated on an individual basis rather than as part of an integrated reuse alternative. The potential effects of these land use concepts are discussed in relation to their effects on the Proposed Action and reuse alternatives.

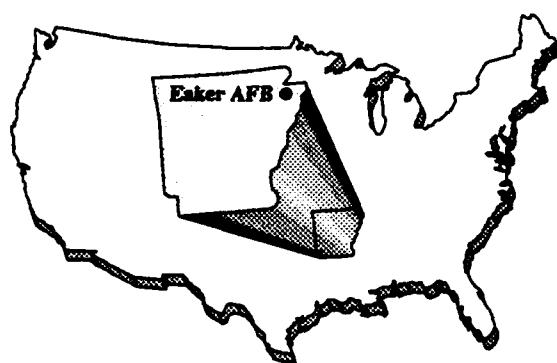
**Table 4.8-3. Utility Demand Changes in the ROI - Non-Aviation Alternative**

	<b>1998</b>	<b>2003</b>	<b>2013</b>
<b>Water Consumption</b>			
Post-Closure Projection	3.42	3.43	3.49
Non-Aviation Alternative	3.45	3.55	4.02
Change from Post-Closure Projection	0.03	0.12	0.53
Percent Change	0.09	3.5	15.2
<b>Wastewater Treatment</b>			
Post-Closure Projection	2.58	2.6	2.69
Non-Aviation Alternative	2.61	2.7	3.11
Change from Post-Closure Projection	0.03	0.1	0.42
Percent Change	1.2	3.8	15.6
<b>Solid Waste Disposal</b>			
Post-Closure Projection	98	97	97
Non-Aviation Alternative	119	125	140
Change from Post-Closure Projection	21.6	27.4	43.1
Percent Change	22.0	28.2	44.4
<b>Electricity Consumption</b>			
Post-Closure Projection	5,776	6,376	7,771
Non-Aviation Alternative	5,795	6,443	7,933
Change from Post-Closure Projection	19	67.2	162.1
Percent Change	0.33	1.05	2.1
<b>Natural Gas Consumption</b>			
Post-Closure Projection	15.4	17	20.72
Non-Aviation Alternative	16.1	19.3	28
Change from Post-Closure Projection	0.75	2.64	7.11
Percent Change	4.9	15.5	34.3

**McKinney Act.** The area chosen for analysis under the McKinney Act has the potential to accommodate up to 260 people. If this proposal were enacted, up to three direct jobs would be generated. No change in population would be associated with implementation of the McKinney Act scenario since residents would already live within the ROI.

**Interpretive Center/Museum.** This proposal, which involves 330 acres and possible use of existing facilities for a cultural museum and interpretive center, is incorporated into the reuse plan of the Proposed Action. Five direct jobs would be generated by this proposal. Agricultural usage would be reduced by 120 acres, when implemented with the General Aviation and Non-Aviation alternatives. No net change in population or reduction in jobs would occur when implemented in association with any of the reuse alternatives.

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## **CHAPTER 5**

# **CONSULTATION AND COORDINATION**

## **5.0 CONSULTATION AND COORDINATION**

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The federal, state, and local agencies and private agencies/organizations that were contacted during the course of preparing this *Socioeconomic Impact Analysis Study* are listed below.

### **FEDERAL AGENCIES**

None

### **STATE AGENCIES**

Department of Health

Employment Security Division

### **LOCAL/REGIONAL AGENCIES**

Blytheville Finance Department

Blytheville Fire Department

Blytheville-Gosnell Development Agency

Blytheville Police Department

Blytheville Sewer Department

Blytheville School District

Blytheville Waterworks

Gosnell Fire Department

Gosnell Police Department

Gosnell School District

Gosnell Sewer Department

Gosnell Water Association

Mississippi County Sheriff's Department

Mississippi County Finance Department

## **PRIVATE ORGANIZATIONS**

**Associated Natural Gas**

**Baptist Memorial Hospital**

**Blytheville Chamber of Commerce**

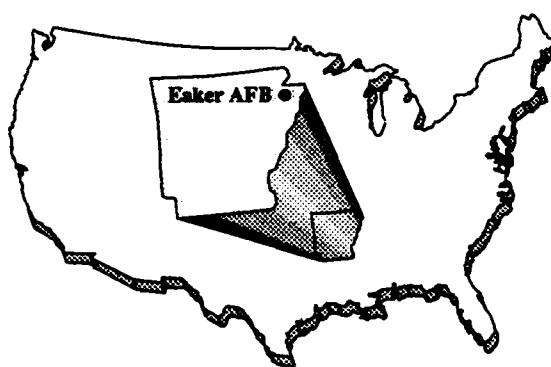
**Blytheville Federal Credit Union**

**Mississippi County Electric Cooperative**

**Southbank**

**The Farmers Bank and Trust Company**

**The First National Bank**



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**CHAPTER 6**  
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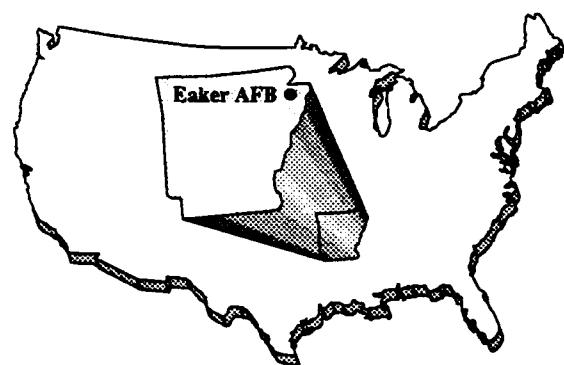
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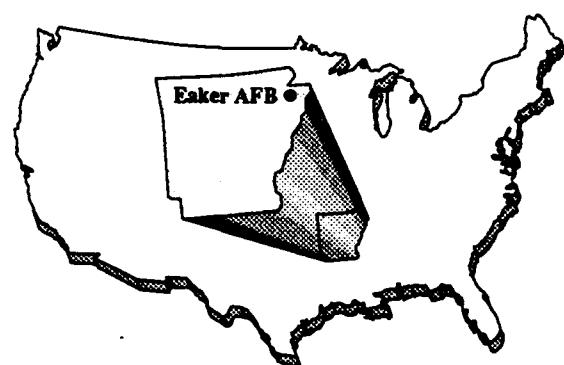
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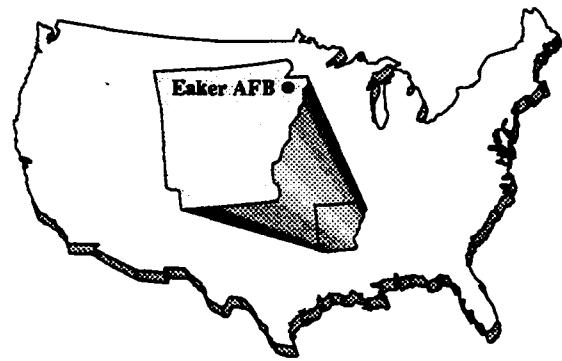
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## APPENDICES



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## APPENDIX A

## **APPENDIX A**

### **DATA SOURCES**

#### **Economic Activity**

**Arkansas Department of Employment Security**

**Blytheville Chamber of Commerce**

**NPA Data Services, Inc.**

**U.S. Air Force, Eaker Air Force Base  
Economic Resources Impact Statements**

**U.S. Department of Commerce, Bureau of Economic Analysis  
Regional Economic Division**

**U.S. Department of Labor  
Bureau of Labor Statistics**

#### **Population**

**NPA Data Services, Inc.**

**U.S. Air Force, Eaker Air Force Base  
Economic Resources Impact Statements**

**U.S. Department of Commerce  
Bureau of the Census**

#### **Housing**

**U.S. Air Force, Eaker Air Force Base  
Economic Resources Impact Statements**

**U.S. Department of Commerce  
Bureau of the Census**

#### **Public Services/Public Finance**

**Baptist Memorial Hospital**

**Blytheville Finance Department**

**Blytheville Fire Department**

**Blytheville Police Department**

**Blytheville School District Superintendent**

**Eaker Air Force Base Fire Department**

**Eaker Air Force Base Hospital**

**Eaker Air Force Base Security Police**

**Gosnell Fire Department**

**Gosnell Mayor's Office**

**Gosnell Police Department**

**Gosnell School District Superintendent**

**Transportation**

**Arkansas Highway and Transportation Department**

**Eaker Air Force Base Comprehensive Plan**

**East Arkansas Planning and Development District**

**Military Traffic Management Command Transportation Engineering Agency  
Traffic Engineering Study**

**Utilities**

**Arkansas Power & Light**

**Associated Natural Gas**

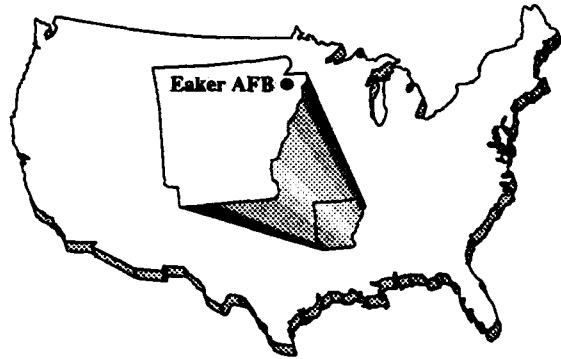
**Blytheville Sewer Department**

**Blytheville Waterworks**

**Gosnell Sewer Department**

**Gosnell Water Association**

**Mississippi County Electric Cooperative**



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## APPENDIX B

## APPENDIX B

### METHODS

This section presents methods used to evaluate existing and future socioeconomic conditions, both for post-closure without reuse (closure and caretaker status) and for the Proposed Action and other alternatives. The description of existing socioeconomic conditions includes important indicators that provide a basis for comparison to national trends, as well as to future conditions with and without the Proposed Action and alternatives.

All changes associated with proposed reuse actions and alternatives were considered effects. The No-Action Alternative was considered equivalent to closure baseline conditions.

Historic data were used to define existing conditions and recent trends, as well as to develop projections of future socioeconomic conditions that would result from base closure without reuse. This section identifies any potential beneficial or limiting factor present within the region. The assessment (Chapter 4) then determines whether such factors might make the region either more or less susceptible to negative socioeconomic effects as a result of the Proposed Action and alternatives.

#### Region of Influence

Two factors were important in determining the region of influence (ROI) used in this analysis. The first was the distribution of residences for current military and civilian personnel stationed at Eaker Air Force Base (AFB). This residential distribution will have a critical influence on where the greatest effects of closure will occur. It will also provide a useful guide to the possible effects of reusing the base, since it reflects current availability of suitable housing, existing commuting patterns, and attractiveness of area communities for people employed on the site. Active duty personnel comprised 80 percent of the total base personnel in 1991 compared with 10 percent for appropriated fund civilians, 9 percent for non-appropriated fund civilian and contract personnel, and less than 1 percent for private personnel working on the base. The distribution of both civilian and military personnel serve to quantify the effects of closure. However, the current distribution of civilian personnel is used only to estimate the future distribution of direct worker residences.

Table B-1 displays the residential distribution by school district and/or zip code for all personnel employed at the base for which data are available. School districts are used to present and analyze this information because they provide a comprehensive and mutually exclusive coverage of the entire geographic area. Data on the zip codes of residences for a large portion of

**Table B-1. Residential Locations of Eaker AFB Military and Civilian Personnel,  
by Zip Codes and County**

Zip Code	Community	Military	Civilian*	Total	Percent of Total
62315	Steele	11	0	11	0.4
63080	Sullivan	1	0	1	0.0
63830	Caruthersville	1	2	3	0.1
63877	Kennett	4	7	11	0.4
72315	Eaker	1,477	0	1,477	52.8
	Blytheville	678	235	913	32.6
72319	Gosnell	282	11	293	10.5
72321	Burdette	1	0	1	0.0
72364	Marion	1	0	1	0.0
72370	Esclola	3	5	8	0.3
73270-5	Osceola	5	0	5	0.2
72401	Jonesboro	3	0	3	0.1
72426	Dell	2	0	2	0.1
72438	Leachville	1	0	1	0.0
72442	Manila	10	0	10	0.4
72472	Truman	1	0	1	0.0

\* Does not include 58 person living outside the listed zip code areas.

base personnel were obtained from the base personnel offices. Most base personnel presently live within the boundaries of the school districts.

The second factor in determining the extent of socioeconomic effects was the degree of linkage among the economies of communities in the region. This linkage, based on trade among sectors within the region, determines the nature and magnitude of multiplier effects of actions at the base. Eaker AFB is located within a region identified by the federal government as possessing extensive economic interactions and linkages. Due to these interactions, most of the regional socioeconomic effects associated with closure and reuse of Eaker AFB would occur within Craighead, Greene and Mississippi counties in Arkansas and Dunklin and Pemiscot counties in Missouri. More specifically, the majority of socioeconomic effects will be experienced in Mississippi County and the communities of Blytheville and Gosnell.

The Regional Input/Output Modeling System (RIMS II) multiplier for a five-county ROI were developed for use in the analysis by the U.S. Bureau of Economic Analysis (BEA). The effects of both closure and reuse activities, however, are concentrated within Mississippi County, Arkansas, and further

focused on the communities of Blytheville and Gosnell immediately adjacent to Eaker AFB.

#### **Region of Influence**

Based on the distribution of residences for current military and civilian personnel stationed at Eaker AFB and the linkage among the economies of the various communities in the region, the ROI was determined to be five contiguous counties: Craighead, Greene, and Mississippi counties in Arkansas and Dunklin and Pemiscot counties in neighboring Missouri. The majority of socioeconomic effects, however, will be experienced in Mississippi County and the communities of Blytheville and Gosnell.

#### **Economic Activity**

Most demands associated with regional economic effects of base closure and potential reuse activities at the site are anticipated to be concentrated within the counties of Craighead, Greene, and Mississippi in Arkansas and Dunklin and Pemiscot in Missouri. Potential indirect effects in counties outside this ROI are expected to be small relative to the total level of economic activity of those counties and are outside the scope of this analysis.

#### **Population**

The population effects of closure and potential reuse of Eaker AFB are analyzed at both regional and local levels, and the ROI consists of the five counties listed above. Population effects are further allocated based upon the likely residency patterns of personnel associated with each reuse alternative and the communities most affected by base closure. These include the communities of Blytheville and Gosnell in Mississippi County, Arkansas. It is estimated that approximately 80 percent of current Eaker AFB military and civilian personnel reside in these communities. The remaining personnel are widely scattered among other county communities and represent a negligible portion of the population in these areas.

#### **Housing**

Housing effects resulting from closure and reuse of Eaker AFB are analyzed at both regional and local levels. Housing effects are expected to follow the distribution of population effects as discussed above. Thus the ROI is the same for housing issues as it is for population issues.

#### **Public Services**

The public service analysis focuses on the principal jurisdictions likely to be most affected by base closure and reuse, including those that provide

services directly to Eaker AFB military and civilian personnel or their dependents, and those that have public service and facility arrangements with the base. In addition to the communities of Blytheville and Gosnell, these jurisdictions also include the Blytheville and Gosnell school districts. Health care providers, component police departments, and fire protection agencies, including the Sheriff's Department of Mississippi County, which is responsible for providing service to unincorporated areas of the county, are also included. Health care providers, including Baptist Memorial Hospital of Blytheville and Baptist Memorial Hospital at Osceola, are the major off-base regional health service providers in Mississippi County and are also discussed.

#### Public Finance

The ROI for public finance consists of the local governmental units expected to receive the majority of the public service effects under base closure and reuse. These include Mississippi county; the communities of Blytheville and Gosnell; and the Blytheville and Gosnell school districts.

#### Transportation

The ROI for the transportation analysis includes the communities of Blytheville and Gosnell with emphasis on the area surrounding Eaker AFB. Within this geographic area, the analysis examines the existing principal road, air, and rail transportation networks, and barge traffic on the Mississippi River contiguous to Mississippi County, including the segments of the transportation networks in the region that serve as direct or indirect linkage to the base, and those that would be affected during reuse, including those commonly used by military and civilian personnel at Eaker AFB.

#### Utilities

The ROI for the utilities analysis (including water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and energy supply and distribution) generally consists of the service areas of the local purveyors that serve Eaker AFB and the surrounding affected communities of Blytheville and Gosnell. Water, wastewater and solid waste are provided by the respective communities of Blytheville and Gosnell. Arkansas Power & Light and Mississippi County Electric Cooperative supply electricity to the region. Associated Natural Gas, a division of Arkansas Western Gas, is the natural gas purveyor in the region.

Eaker AFB obtains its water from three on-base wells and operates its own Wastewater Treatment Plant. Solid waste is hauled off base by a local waste disposal firm and taken to either the City of Blytheville's incinerator or Mississippi County's landfill in Luxora, Arkansas.

## **Methods**

### **Economic Activity**

Analysis of socioeconomic effects utilized total output, employment, and earnings multipliers for the ROI, obtained from the BEA's RIMS II. Interindustry multipliers were prepared by the BEA using the United States input-output table in combination with the most recent region-specific information describing the relationship of the regional economy to the national economy. The BEA's RIMS II model is based on research by Cartwright, et al. (1981).

The same methodology was used to develop quantitative projections of economic activity for closure conditions, the Proposed Action, and the other reuse alternatives. Changes in regional demand in each local industrial and household sector were first estimated as follows:

- For preclosure and closure conditions, demands from residual base operations and caretaker activities were estimated from employment, payroll, and contract data published in *Economic Resource Impact Statements* for Eaker AFB.
- For reuse, construction-phase demands were estimated from cost data published by R.S. Means Company, Inc., from parameters contained in the Description of Proposed Action and Alternatives (DOPAA) development, and from RIMS II labor and material coefficients. Operations phase demands were estimated from land use-jobs planning factors and RIMS II coefficients.

These primary or direct effects were then multiplied, using RIMS II coefficients specific to the regional economy, to provide estimated total spending associated with the reuse alternatives. Input-output sectors were selected to reflect the anticipated spending profile associated with the Proposed Action and alternatives in order to capture the economic characteristics of each scenario within the ROI.

Numbers of in-migrant workers associated with each alternative and out-migrant workers associated with phase-down of base operations were estimated according to a set of proportional assumptions. All military personnel would leave the area when the base closes. Most civil service employees are in skilled positions, which increases the likelihood of migration from the area. Contract employees generally are employed under service contracts at the base, many of which are in low-skilled positions, which decreases the likelihood of out-migration.

The intra-regional allocation analysis separately accounts for the distribution of direct and secondary workers and their families among the various

residential areas within the region. The direct portion of the impact allocation process accounts for the two main factors affecting the distribution of in-migrant direct workers: (1) the number of workers anticipated to be directly involved with each alternative; and (2) the locations and relative attractiveness of residential opportunities within the region.

The number of workers associated with each alternative was estimated from land uses and other characteristics of each alternative. The relative attractiveness of residential areas was estimated from Eaker AFB personnel files of civilian workers. The residential choices of current Eaker AFB civilian workers were anticipated to coincide with the residential choices of direct in-migrants to the area. This assumption was based on the expectations that the attractiveness of each residential location, including attributes such as adequate public and commercial services and proximity to work location, would best be measured by the revealed preferences of current base civilian workers.

In the first stage of the allocation process, data on residential locations of employees by zip code were mapped to counties. Further allocation to selected communities was made according to the ratio of community population to county population, using data derived from census reports. The distribution of secondary jobs was assumed to be proportional to the relative sizes of communities in the region.

#### Population

Population changes associated with preclosure and post-closure without reuse, the Proposed Action, and all reuse alternatives are an important determinant of other socioeconomic and environmental effects. These population changes have two key components: (1) baseline growth and (2) relocation of workers and their dependents.

Population trends for the ROI were prepared by NPA Data Services, Inc. These projections assumed continued operation of Eaker AFB within the ROI. The forecasts were then adjusted to reflect the effects of base closure by subtracting the estimated population loss expected with closure of the base.

The relocation of workers in response to closure and subsequent reuse was determined by utilizing the methods and assumptions discussed under economic activity. The number of dependents expected to relocate with these workers was estimated based on household size parameters derived from Census demographic data.

To evaluate anticipated population effects, potential future changes associated with each reuse scenario were compared to changes projected

without reuse and to changes that occurred prior to base closure. Both graphic and numerical comparisons were employed in this evaluation. Population changes in Blytheville and Gosnell received primary emphasis in this analysis.

#### Housing

The population changes associated with closure and reuse would result in further changes in housing demand. Housing demand effects of closure and reuse were estimated from migration projected for each scenario, assuming each in-migrating household would require one unit and each out-migrating household would relinquish one unit. The number of relocating households was calculated by dividing the number of people projected to in-migrate to each place by the average family size.

Expected housing availability was considered for the ROI and key communities based on recent housing construction and vacancy trends. Projected demands associated with reuse scenarios were then assessed in the context of recent housing construction trends and vacancies in key communities. The base currently contains over 900 family housing units, which were included in the housing analysis.

#### Public Services

Potential effects on local public services due to changes in demand associated with closure and reuse of Eaker AFB were determined for the region's key public services: general government, public education, police protection, fire protection, and, health care. Effects were determined for the jurisdictions that have ~~the closest~~ linkages to Eaker AFB, base military and civilian personnel and their dependents, as well as jurisdictions likely to be most affected by reuse of the base.

The levels of general public service were determined by the ratio of employees (e.g., municipal employees, sworn officers, professional firefighters) to serviced population and by student/teacher ratios at the primary and secondary public school levels. Existing level-of-service ratios were determined for each affected jurisdiction individually. These service ratios were used to estimate jurisdiction-specific future requirements for service.

Projected changes in public school enrollments were estimated based upon the results of the population analysis. The number of future public school instructors that would be required was based on enrollment projections and existing student/teacher ratios. The number of future public-sector employees needed to meet future demand and maintain existing levels of service for other public services was determined using projected population changes and existing level of service ratios. Finally, the analysis examined

the geographical distribution of potential effects. Because of the magnitude of some effects of closure and reuse, past level-of-service ratios may not adequately meet new service requirements. Changes in land area served and types of services to be provided were considered. Discussions with staff at key local agencies were used to assess these particular factors.

#### Public Finance

Local jurisdiction finances were evaluated based on changes in historic revenues and expenditure levels, changes in fund balances, and reserve bonding capacities. The analysis concentrated on each jurisdiction's governmental funds (general fund, special revenue funds, and, as applicable, capital projects and debt service funds). Other funds, such as enterprise funds which are funded principally through user charges without contributing to the general tax burden of area residents, have not been included in the analyses.

Post-closure conditions (assuming closure and caretaker status of Eaker AFB) and effects of alternative future scenarios (assuming base reuse) were determined by:

- Gains (or losses) of jobs in the region
- Population increases (or decreases) in each jurisdiction, including school districts
- Earnings and income gains (or losses)
- Potential changes in each jurisdiction's property tax base.

Expenditure effects were estimated based on the historic per capita costs of the principally affected service functions of each jurisdiction (e.g., law enforcement, fire protection, recreation), and the estimated change in the population base of each jurisdiction. Certain functions, such as administrative and general government functions are assumed to exhibit some economies of scale. Rates for these functions were lowered to reflect the potential savings for these services.

Net fiscal effects, or shortfalls, are based on the projected increase (or decrease) in revenues minus the projected increase (or decrease) in expenditures.

The BGDA will not incur liability if the plan it sponsors and promotes is not implemented, nor can liability be incurred by any of the trust members.

## Transportation

The transportation network of the ROI was examined to identify potential effects to levels of service (LOS) arising from closure conditions (caretaker status of Eaker AFB) and effects of alternative future scenarios. Changes in traffic volumes and peak-hour LOS ratings were projected for road segments (excluding intersections and highway ramps). LOS ratings were based on Highway Capacity Manual recommendations (Transportation Research Board, 1985).

Traffic volumes typically are reported as either the daily number of vehicular movements in both directions on a segment of roadway averaged over a full calendar year (average annual daily traffic, [AADT]) or the number of vehicular movements on a road segment during the average peak hour. The average peak hour volume for urban areas typically is about 10 percent of the AADT (Transportation Research Board, 1985). These values are useful indicators in determining the extent to which the roadway segment is used and in assessing the potential for congestion and other problems.

Traffic flow conditions are generally reported in terms of LOS, rating factors that represent the general freedom (or restriction) of movement on roadways (Table B-2). The LOS scale ranges from A to F, with low-volume, high-speed, free-flowing conditions classified as LOS A. LOS E is representative of conditions that, although not favorable from the point of view of the motorist, provide the greatest traffic volume per hour. With minor interruptions, however, LOS E will deteriorate to LOS F (Transportation Research Board, 1985).

LOS ratings presented in this study were determined by peak-hour traffic volumes and capacity for key roadways.

Traffic volumes for the study area were derived from the AADT counts provided by the Arkansas State Highway Department. Changes in traffic volumes arising from land use changes at Eaker AFB are estimated and resulting volume changes on the local road network are determined. Resulting changes in peak-hour LOS ratings are then determined. Changes in work and associated travel patterns are derived by assigning or removing workers (by place of residence) to or from the most direct commuting routes. Those portions of the transportation system on which conditions are projected to decline to LOS F were assumed to be upgraded to support LOS E. These improvements were assumed to be part of the reuse alternative under analysis.

Changes in demand for air, rail, and barge service, arising from closure and reuse of the base, were determined from data developed for each alternative.

**Table B-2. Road Transportation Levels of Service (LOS)**

LOS	Description	Criteria (Volume/Capacity)		
		4-Lane Freeway	4-Lane Arterial	2-Lane Highway
A	Free flow with users unaffected by presence of others in traffic stream.	0-0.35	0-0.36	0-0.15
B	Stable flow, but presence of other users in traffic stream becomes noticeable.	0.36-0.54	0.36-0.54	0.16-0.27
C	Stable flow, but operation of single users becomes affected by interactions with others in traffic stream.	0.55-0.77	0.55-0.71	0.28-0.43
D	High density, but stable flow; speed and freedom of movement are severely restricted; poor level of comfort and convenience.	0.78-0.93	0.72-0.80	0.44-0.64
E	Unstable flow; operating conditions near capacity with reduced speeds, maneuvering difficulty, and extremely poor levels of comfort and convenience.	0.94-1.00	0.81-1.00	0.65-1.00
F	Forced or breakdown flow with traffic demand exceeding capacity; unstable stop-and-go traffic.	>1.00	>1.00	>1.00

Source: Transportation Research Board, 1985.

### Utilities

The utility systems addressed in this analysis include the facilities and infrastructure used for:

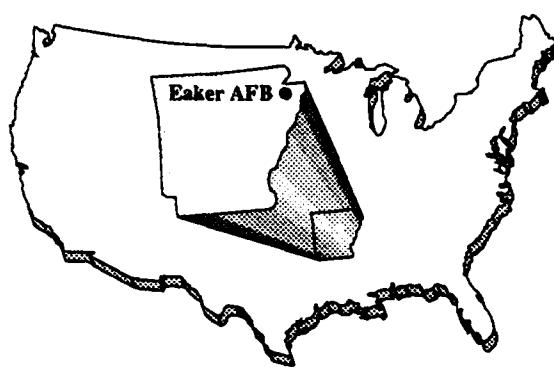
- Potable water pumping, treatment, storage, and distribution
- Wastewater collection and treatment
- Solid waste collection and disposal
- Energy generation and distribution, including the provision of electricity, natural gas, coal, and fuel oil.

For the reuse alternatives, local purveyors of potable water, wastewater treatment, and energy were anticipated to provide services within the area of the existing base, and these entities would acquire most or all related on-base utilities infrastructure and distribution equipment. It was also assumed that reuse activities would generate solid wastes that would be disposed in area landfills.

Projected utility demands for the various utility purveyors were developed either from purveyors' projections or derived from the application of per-capita consumption rates and estimated future service populations. These projections, were adjusted to reflect the decrease in demand associated with closure of Eaker AFB and its subsequent operation under caretaker status. These adjusted forecasts were then considered the baseline for comparison with potential reuse alternatives.

The potential effects of reuse alternatives were evaluated by estimating and comparing the additional direct and indirect demand associated with each alternative to the existing and projected operating capabilities of each utility system. Projections in the utilities analysis include demand for water, wastewater treatment, solid waste disposal, electricity, and natural gas, both on the site of Eaker AFB from activities planned under the Proposed Action and alternatives, as well as resulting changes in domestic demand associated with direct and indirect population changes in the ROI.

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## APPENDIX C

## APPENDIX C

### GLOSSARY OF TERMS AND ACRONYMS/ABBREVIATIONS

#### GLOSSARY OF TERMS

**Aggregate.** A summation of values.

**Average Annual Daily Traffic (AADT).** For a one-year period, the total volume passing a point or segment of a highway facility in both directions, divided by the number of days in the year.

**Biophysical.** Pertaining to the physical and biological environment, including the environmental conditions crafted by man.

**Commercial aviation.** Aircraft activity licensed by state or federal authority to transport passengers and/or cargo for hire on a scheduled or nonscheduled basis.

**Constant 1990 Dollars.** The transformation of current dollars into 1990 dollars using an appropriate deflator index to eliminate the effects of inflation and allow for comparability over time.

**Convey.** To deliver title of property to non-federal entity.

**Cumulative impacts.** The combined impacts resulting from all activities occurring concurrently at a given location.

**Fiscal Year.** An accounting period of 12 months.

**General Aviation.** All aircraft which are not commercial or military aircraft.

**Housing Stock.** The existing number of structural units intended primarily as a domicile (e.g., single-family attached, single-family detached, multi-family dwellings, mobile homes, etc.) and that is suitable for occupancy at a point in time, usually the beginning of the calendar year.

**Impacts.** An assessment of the meaning of changes in all attributes being studied for a given resource; an aggregation of all the adverse effects, usually measured using a qualitative and nominally subjective technique. In the EIS, as well as in the CEQ regulations, the word impact is used synonymously with the word effect.

**Infrastructure.** The basic installations and facilities on which the continuance and growth of a community, state, etc., depend, e.g., roads, schools, power plants, transportation, and communication systems, etc.

**Interstate.** The designated National System of Interstate and Defense Highways located in both rural and urban areas; they connect the East and West coasts and extend from points on the Canadian border to various points on the Mexican border.

**Level of Service (LOS).** In transportation analyses, a qualitative measure describing operational conditions within a traffic stream and how they are perceived by motorists and/or passengers. In public services, a measure describing the amount of public services (e.g., fire protection and law

**enforcement services) available to community residents, generally expressed as the number of personnel providing the services per 1,000 population.**

**Mitigation.** A method or action to reduce or eliminate program impacts.

**Multiple Family Housing.** Townhouse or apartment units that accommodate more than one family though each dwelling unit is only occupied by one household.

**National Environmental Policy Act (NEPA).** Public Law 91-190, passed by Congress in 1969. The Act established a national policy designed to encourage consideration of the influences of human activities (e.g., population growth, high-density urbanization, industrial development) on the natural environment. NEPA also established the Council on Environmental Quality. NEPA procedures require that environmental information be made available to the public before decisions are made. Information contained in NEPA documents must focus on the relevant issues in order to facilitate the decision-making process.

**Operating Location (OL).** An organization established by the Air Force to ensure base resource protection, grounds maintenance, existing utilities operations as necessary, and building care.

**Rate of Growth.** The annual percentage change, compounded over a period of time.

**Single-Family Housing.** A conventionally-built house consisting of a single dwelling unit occupied by one household.

**Surplus Property.** Property designated as excess that is of no interest to any federal agency. These properties are made available to state, local, or non-profit organizations or sold to private organizations.

**Therm.** A measurement of units of heat.

**Transfer.** Deliver title to another federal agency.

**U.S. Environmental Protection Agency (U.S. EPA).** The independent federal agency, established in 1970, that regulates environmental matters and oversees the implementation of environmental laws.

## ACRONYMS/ABBREVIATIONS

AADT	Average annual daily traffic
ADPCE	Arkansas Department of Pollution Control and Ecology
AFB	Air Force Base
BEA	Bureau of Economic Analysis
BGDA	Blytheville-Gosnell Development Agency
CHAMPUS	Civilian Health and Medical Program of the Uniformed Services
DARE	Drug Awareness Resistance Education
DBCRA	Defense Base Closure and Realignment Act of 1990
DOD	Department of Defense
DRMO	Defense Reutilization and Marketing Office
EIS	Environmental Impact Statement
EMT	Emergency medical technician
ERIS	Economic Resource Impact Statement
FAA	Federal Aviation Administration
FBO	Fixed Base Operator
FPTA	Fire Protection Training Area
FY	Fiscal year
gpm	Gallons per minute
kV	Kilovolt
LOS	Level of service
MCEC	Mississippi County Electric Cooperative
MGD	Million gallons per day
mph	Miles per hour
MVA	Megavolt amperes
MWH	Megawatt-hours
NEPA	National Environmental Policy Act of 1969
NPDES	National Pollution Discharge Elimination System
OL	Operating location
psi	Pounds per square inch
ROI	Region of Influence
RPZ	Runway protection zone
SAC	Strategic Air Command
SH	State Highway
SWAT	Special Weapons and Tactics
TAC	Tactical Air Command
U.S. #	U.S. Highway number
U.S. EPA	U.S. Environmental Protection Agency

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